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IMPORTANCE OF SCENIC BYWAYS TO TRAVEL AND TOURISM

HEARING

BEFORE THE

SUBCOMMITTEE ON FOREIGN COMMERCE AND TOURISM

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

THE IMPORTANCE OF SCENIC BYWAYS TO TRAVEL AND TOURISM

APRIL 14, 1989

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THE IMPORTANCE OF SCENIC BYWAYS TO TRAVEL AND TOURISM

FRIDAY, APRIL 14, 1989

U.S. SENATE,
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
SUBCOMMITTEE ON FOREIGN COMMERCE AND TOURISM,
Washington, DC.

The subcommittee met at 9:33 a.m. in room SR–253, Rayburn Senate Office Building, Hon. John D. Rockefeller, IV (chairman of the subcommittee) presiding.

Staff members assigned to this hearing: Sally Sussman, professional staff member and Gerri Hall, minority professional staff member.

OPENING STATEMENT BY SENATOR ROCKEFELLER

Senator ROCKEFELLER. Good morning. This opens our hearing on the importance of scenic byways to both travel and tourism.

Governor Bryan, I am delighted that you are here, as I expected that you would be, because you are a champion of this whole concept.

I want to start by making a statement and then call on Governor Bryan. Of course we will first recognize Jim Oberstar, who is our official champion of scenic byways.

Today the Subcommittee on Foreign Commerce and Tourism will examine the value of a nationally coordinated network of scenic byways, for the purpose partly of increasing travel and tourism on a nationwide basis.

Additionally, I have asked the witnesses today to give their comments on S. 432, a bill that I have introduced directing the Secretary of Transportation to design a national scenic byways system in time to be considered at the time that the 1991 highway bill is being considered. We would like to have the scenic byways system and the highway system, kind of fold gracefully together.

The lure of the back road has been an American tradition for many generations. The Sunday drive in the country, the cross-country trip to visit national parks and forests, outings to see the fall foliage, these are American traditions which have enriched us and have helped us to appreciate the beauty and the majesty of our great American nation.

The interstate highway system, a project that was started over 30 years ago, is now 99 percent complete. It is almost finished. There are only about 800 miles that still need to be built. Almost 500 of those are currently under construction.

The interstate system, as we all know, is a tremendous success in moving people and moving freight from place to place in the fastest possible way. It allows safe travel and convenient travel to almost every corner of our nation.

But relatively few sections are what we would describe as scenic. As the primary Senate subcommittee with jurisdiction over travel and tourism, we now have the opportunity to look at the needs of the traveler in what I would call the post-interstate era. And when we do, I think we will agree that it is time for the Congress to look at a completely different type of travel, and that is recreational travel.

A 1986 study prepared for President Reagan's Commission on American Outdoors found that driving for pleasure on our roads is second only to walking. It is the preferred form of recreation among Americans with the exception of walking—not exercise, recreation.

People love to drive recreationally. Recognizing the importance of recreation travel, this Commission recommended a network of state and local scenic byways and a Federal role in encouraging the designation of scenic highways. A nationally coordinated scenic byway program would help to guide travelers to scenic roads and protect the special features that make a road scenic.

Such a program would emphasize improvements such as safe pull-offs at scenic spots, passing lanes in hilly areas—we have lots of hilly areas in West Virginia—and interpretive signs that describe the culture and history of an area.

Preserving scenic beauty for future generations is one goal of a national scenic byways program. But there is also a tremendous economic benefit, which I hope we will hear about today from our witnesses. Scenic byways will be a marketable tourism asset for each and every state and can become a destination in and of themselves.

In my State of West Virginia, for example, scenic roads abound and, if properly designated, could really showcase the glorious and natural wonders of my State of West Virginia. Scenic byways in West Virginia would attract visitors from crowded surrounding metropolises like Pittsburgh and Washington and Philadelphia and Baltimore, people who are seeking to get away from it all, if only for a day or for a weekend.

Still, to go to West Virginia or to a neighboring state and to drive on a scenic byway is a treasure of an opportunity. People want to do it.

Instead of bypassing small towns, like historic Hinton, for example, which is a turn of the century railroad town in West Virginia, or Victorian Wheeling, West Virginia, scenic byways would take the traveler into our communities to eat, to shop, to spend some time there, and experience rural life.

West Virginia already has some projects on the drawing boards that could tap into the vast tourism potential of scenic byways. One is something that we call Coalways. It is an exciting project to link the historic sites and feature Appalachian culture.

Coal is something that we in West Virginia take for granted—coal towns, coal camps, company stores, coal tipples, the way

people used to live, the traditions, the way the union began and the clashes between the union and the coal companies.

In 1982 at the Knoxville Fair, we took a fake coal mine exhibition, the way people used to live—Gatling guns, what a coal mine actually looked like. We took it to Knoxville, to the World's Fair. And lo and behold, it turned out to be the single most popular, sought-after attraction.

It was almost impossible to get into the coal exhibit. So what we take for granted of that cultural or historic nature, other people want to see.

So this is the Coalways concept, roads which would go through coal camps and kind of recreate what in fact people are tending to take down in West Virginia, because they say, well this is not what we do any more, this is not the way we live any more.

Well, so we do not take them down, and in fact it is a natural asset of an historic and cultural sense, the way Bald Knob would be in terms of spruce and beauty.

The chairman apologizes for talking so much about West Virginia. I hope that everybody is tolerant here.

Senator BURNS. We will have equal time, I assume.

Senator ROCKEFELLER. I am fully prepared for and aware of that.

So in any event, the New River Parkway which will wind along a spectacular gorge, white water rivers, will bring more people to Appalachia to enjoy the driving, to enjoy the beauty. The Appalachian Mountains are really extraordinary. Anybody who has been on the Skyline Drive, which I think we all have, in Virginia during the fall foliage season, an experience that one cannot duplicate.

I look forward to hearing from our witnesses this morning about the impact of scenic byways on travel and tourism. I want to mention that I am particularly honored to have Congressman Jim Oberstar here this morning. Jim is an old friend.

He is a dedicated advocate, probably the foremost advocate, of scenic highways in the Congress, and he and I co-authored the scenic highway bills together, coordinating our efforts, with our goals the same, our purposes the same, and just moving along terrifically.

Jim will be joined by Congresswoman Barbara Vucanovich, the Republican sponsor of scenic byway legislation in the House.

I am extremely pleased to have the Chief of the Forest Service, Dale Robertson, here. And he is going to talk about some really innovative steps that the Forest Service has taken on scenic byways.

They have done a lot more than people know about, a lot more than they are required to do. They are leaders in this whole effort. The Forest Service under Dale Robertson's stewardship has been a true, true leader on scenic byways. And incidentally, I am very pleased that the Highland scenic highway in West Virginia has been designated a scenic byway by the Forest Service.

I am also delighted to have Leff Moore, who is from West Virginia and the Executive Director of the West Virginia Recreational Vehicles Association, before our subcommittee this morning.

Talking with Leff before we opened this morning, he was just saying this whole concept is just bubbling up in West Virginia. People are beginning to talk about it more and more, and they see

recreation and scenic byways as not only a showcase for the beauty of the state, but an economic boom.

So I would like, if Senator Bryan and Senator Burns have statements, different comments they would like to make, I would welcome that, and then we will go to our Congresspersons.

OPENING STATEMENT BY SENATOR BRYAN

Senator BRYAN. Thank you very much, Mr. Chairman.

I would like to preface my remarks this morning, congratulating you for the leadership that you have provided to this subcommittee and the Congress generally, and say that it is a real pleasure for me personally to serve on this subcommittee.

You and I had talked about it prior to the 101st Congress convening, and I appreciate the courtesy that you extended to me. And I think all of us that have been interested in tourism appreciate the leadership when you served, as did I, as a member of the National Governors Association.

As you know, the tourism industry is one of the leading employers in our nation, accounting for over $300 billion of the gross national product. It is in my state the largest employer and the largest industry, and among the 50 states some 40 states include tourism as either number one, number two, or number three in their economies.

Unfortunately, rural America, which has so much to offer the traveling public, has not fully shared in the nation's increased interest in travel in this country. I believe that we need to increase the ability of not only American, but foreign tourists as well, to enjoy rural America, which is full of outstanding scenic, cultural, and historic sites. Therefore, Mr. Chairman, I am pleased to cosponsor S. 432, which I believe will help promote tourism in rural America.

My State of Nevada, like yours of West Virginia, is filled with tourist attractions. Byways in Nevada bring tourists through the Pyramid Lake Indian Reservation, from Battle Mountain to Austin, to the Ruby Valley and Humboldt National Forest in the northern part of our state, to the newly designated Great Basin National Park in the eastern part of our state, through an extensive system, state park system, throughout our state, through the historic Comstock Lode District in the Virginia City area, and many other parts of Nevada.

As you know, Nevada is one of the largest states geographically, and many of its tourist sites are spread over great distances. A good, reliable highway system is critical to reaching scenic destinations.

I am proud that the State of Nevada has been particularly successful in promoting rural tourist areas. One such successful program has been the promotion of Highway 50. Initially dubbed as the loneliest road in America by a national magazine, that rural highway system is now an integral part of Nevada's rural tourism promotion.

I am pleased and I want to thank you once again, Mr. Chairman, for inviting the Nevada Director of Tourism to be a witness here today. I know that Mr. Richer, among his other comments to this

subcommittee, will undoubtedly use this opportunity to discuss the Highway 50 promotion and what it has meant to the communities along that roadway.

And I am also pleased to acknowledge my friend and colleague from the State of Nevada, Congresswoman Barbara Vucanovich, who will testify briefly. Her district incorporates most all of rural Nevada, and her comments I am sure will be particularly relevant to our hearing.

Mr. Chairman, many of the rural highways of our nation lead to undiscovered beauty, and I look forward to hearing from other witnesses today to gain their insights and also to working with you as the chairman of this committee and other members.

Thank you very much.

Senator ROCKEFELLER. Thank you, Senator.

Senator Burns.

OPENING STATEMENT BY SENATOR BURNS

Senator BURNS. Thank you, Mr. Chairman. And I will just have a brief statement.

I was comparing the size of West Virginia with Montana and my travelogue will take just about twice as long as yours.

But no, seriously, thank you very much. And I want to thank everybody who will be testifying here today. I will be looking forward to their comments.

The travel industry through better roads and better highways has opened up a brand new, exciting industry, and it is a booming industry. It is growing every day and it has got a great future ahead of it.

In fact, if there is one place where we have failed in this world in trying to participate in a world economy, it is in trying to attract foreign visitors to this country, with the balance of payments and everything else. We have so much to offer here—access, it is a safe place to travel, and we have wondrous things to see.

Montana offers the traveler a great variety of things, because of our location between the Glacier Park that lays on the Canadian border to Yellowstone Park and all those areas in between. We are diverse, and scenic highways and roadways will add a lot to a travel's vacation time. From mining of gold and silver in the Rocky Mountains to the farm country of the east and to the short grass country of the extreme eastern Montana, we have a lot to offer.

I too will be working very hard on these scenic road designations. It is a tremendous industry and the second largest in the State of Montana behind agriculture. If you take what we have to offer, it was behind the great push, the great herds in search of grass from Texas and Kansas and Colorado into Montana that opened up the country, it was because of our water and of course our beautiful landscape, but more important because of our air. That is what we have to offer the traveler today.

So it is a beautiful nation. Each one of our states has something different to offer. Montana has all of those in one state. I just wanted to put a little plug in there since I had a call from the fellow that heads up our tourist industry yesterday.

But if you are looking for diversity, this is a very important item to facilitate that. Senator Rockefeller is so right, that we have so many people that are looking for a way to get away from the clamor of everyday life. This type of program offers the American people just that. It is an escape.

So I am happy to be here today. I will have to apologize for being a little late. I am looking forward to hearing our witnesses. Thank you very much.

Senator ROCKEFELLER. Thank you very much, Senator.

I have a statement that Senator Hollings would like to have included in the hearing record.

[The statement follows:]

OPENING STATEMENT BY THE CHAIRMAN

I am pleased that Senator Rockefeller will be chairing a hearing this morning on the importance of scenic byways to travel and tourism. With this hearing, the Foreign Commerce and Tourism Subcommittee is taking the lead in the 101st Congress on matters affecting tourism. While this is the first, I am confident it will not be the last, time we meet to hear testimony on and support the tourism industry.

For those of us that have served as Governors, like myself, Senator Rockefeller, Senator Bryan and others, we have long been aware of the economic miracles a booming tourism industry can create. Tourism is changing the face of South Carolina.

The tourism industry now rivals the textile industry as the largest employer in my state. Nearly 100,000 people are working in the tourism industry in South Carolina. This industry has added more than $3 billion to the state's economy last year alone. From Myrtle Beach to Hilton Head and all over the state you can see tourism is big business in South Carolina.

I hope visitors take advantage of our scenic roads in traveling from one location to another in South Carolina. Currently, the American Automobile Association (AAA) has designated two routes of particular note as scenic highways: U.S. 17/701 running from Charleston to Georgetown and S.R. 11 from Westminister to Gaffney. I can attest to the natural beauty along these roads.

Certainly, there are many other roads that the recreational traveler would enjoy. Hopefully, when we have a network of scenic byways in place, people will take to the less traveled road, having an enjoyable, safe trip and promoting local and rural economies along the way.

I commend Senator Rockefeller for his commitment to the scenic byways issue and for having this important hearing today.

Senator ROCKEFELLER. And now I would welcome Congressman Oberstar and Congresswoman Vucanovich to come forward and honor us with their testimony.

STATEMENT OF HON. JAMES L. OBERSTAR, U.S. REPRESENTATIVE FROM MINNESOTA

Mr. OBERSTAR. Senator, thank you very much. Mr. Chairman, we are very honored to be here and delighted to see your colleagues so enthusiastically supporting S. 432, legislation to direct the Secretary of Transportation to identify scenic and historic roadways in America and recommend a program of national scenic byways.

America is really a nation on wheels. We love the road and we use it a great deal. But it took us 75 years, from 1893 until 1968, to travel our first one trillion miles in a year.

But it did not take long after that, the next 20 years, to get to two trillion miles, 1988. It will only take twelve years to cover the next mileage yard marker, to get to three trillion miles, by the year 2000.

Highway travel is growing, and the only thing that is accurate, the only prediction about highway travel, is that all predictions will fall short of what Americans will actually do and the mileage they actually travel.

So we have to be prepared for the future. We have to be as visionary as our predecessors in the Congress were in 1955 when they began the work that culminated in the national system of interstate and defense highways and the highway trust fund, established in 1956, which has been one of the finest and wisest and most effective investments the Congress has made in infrastructure and in the economic growth and well-being of this country.

That interstate highway system, as, Mr. Chairman, you indicated earlier, is nearly complete. I have to keep looking up the figures every week because the contractors are building it faster than we can keep track of them. It is now down to less than 720 miles yet to be completed. About 530 of that are under construction and the rest is in design and engineering.

That means that in just a couple of years we will have completed or have under way the remaining mileage of this greatest highway and infrastructure undertaking in the history of mankind.

The question for us is, where do we go next? Some people have said abolish the highway trust fund. Others—thankfully, the National Economic Commission is out of business—have said use the highway trust fund to reduce the deficit.

Well, the highway trust fund is anti-deficit. It has never run a deficit, never will. By law it cannot run a deficit. It is a good investment and we ought to keep it moving, keep investing in the future and the growth and development of this great land of ours and this great economy of ours.

But that interstate highway system represents one percent of the total highway mileage in America, but it carries 26 percent of the traffic, 440 billion miles last year.

It is a great point to point system. But I think as you pointed out earlier, it does not go through the most scenic points of America. It will take you from where you are to where you want to be. When you get there, you want to do something with your time.

And surveys have shown time and again that for most Americans traveling by car is our favorite recreational pastime. For 43 percent of all Americans, traveling by vehicle is their favorite pastime, and they want to see some of this great land of ours and that is why tourism is the fastest growing industry in America.

It is a $296 billion national industry, over five million employees, a $58 billion payroll last year. It is our biggest foreign exchange earner.

And yet, with that very modest budget, as Senator Burns indicated, of barely $14 million for the U.S. Tourism and Travel Administration, we are experiencing a $5 billion deficit balance of payments in tourism.

We have got to do a better job of attracting people to America and then, once they get here, to keep them on the road, keep them traveling and seeing and, as we say in Minnesota, changing more than a pair of overalls and a five dollar bill.

By the year 2000 another fact will be heavy upon us, and that is that 15 percent of our fellow citizens will be 65 and older, and half

of all the drivers in this country will be 55 years of age and older. And that indicates that travel for leisure will be a significant part of that great American pastime of driving, to see and enjoy America.

Four-fifths of our total highway mileage is in rural areas. Yet, if we do not do something about that mileage it is going to disappear out from under our nose. We have lost 46,000 miles of rural highway in just the last couple of years alone. We are losing it at a rate of one and a half percent a year, partly due to urban sprawl and partly due to other factors.

So developing and investing in that great resource of rural America has got to be a priority for the 1991 highway bill.

Scenic byways is the way to do it. It is not a new idea. It is really an old idea born again. The Natchez Trace Parkway, begun in 1937 as a WPA project, over 450 miles, carried some 15 million visitors last year alone through three states.

The Blue Ridge Parkway carried over 23 million visitors in 1988. And the Great River Road, which stretches from my State of Minnesota and in which Canada has joined as a member of the Mississippi River Parkway Commission to make it from the watershed of the Mississippi on the Canadian border all the way to the Gulf, over 2,000 miles, past 1,500 historic and scenic sites—Indian mounds, national scenic waterways and riverways and state historical sites.

Much for America to see, and of course much for us to invest in. And scenic byways is a way to capture that great beauty and rustic joy of America.

We will not have to have a massive bulldozer-led interstate highway program to do scenic byways, because most of it is already in place. What I envision and I think, Mr. Chairman, what you envision, is improving the roadway that already exists.

In many cases, a scenic byway will require better shoulders, some pull-off spots for recreational vehicles, scenic overlooks, a little spur from the main roadway to a scenic beauty spot or an overlook on a river gorge or out at a beautiful meadow, an Indian mound. In other cases, it will require some camping areas right alongside the traveled roadway.

In some cases we will need to do some new construction. In other cases it will just be upgrading the existing roadway by a better surface.

What we need, though, is a plan. We need a program to get us going. That is how the interstate highway system was conceived. People gathered all over the United States in 1954, 1955, hearings were held by the Congress to design and lay out this carefully connected plan to join cities of 50,000 population or greater and to put in place a map, which then would be built and was built.

The same can be done with scenic byways. I envision conferences, regional, statewide, multi-county, a grassroots-up, a bottoms-up planning effort in which all those—the tourism sector, the highway builders and providers, the state highway departments, the Forest Service, state departments of natural resources—all will join hands together to decide what are going to be the standards by which we will designate a road to be a scenic byway, and how is it to be built, and what are the standards that must be met to qual-

ify, and then which are the prime locations to be included in this national system of scenic byways.

The Department of Transportation, with the legislation which you have introduced in the Senate and on which you are holding hearings today, could be the vehicle for developing this game plan, this roadmap toward the designation and construction of a great scenic byways program.

We need to get started now and we need to have this legislation passed to provide the great framework for development. It is going to be a massive effort. It is going to take a lot of people. Everyone has to be a part of it.

But there is a good example already and you will hear about it from the Chief of the Forest Service. They did not wait. They designated 17 scenic byways in the national forest system all around the United States, including one in the Monongahela National Forest in your own State of West Virginia, part of which I have seen and traveled on, and it is a beautiful area.

We have to begin this effort now, not wait until the eve of House and Senate action in 1991 on the reauthorization of the Federal aid highway program, but now. And planning efforts are under way.

I think there is a great deal of excitement all across America. Some 36 national organizations are supportive of the scenic byways legislation. It would be an immense boost for tourism, a great incentive for local economic growth and development.

But most of all, like the rest of the highway program, it will be an investment in the future of America.

Eric Hoffer, America's and San Francisco's longshoreman philosopher, said that you can tell the quality of a nation by the quality of its maintenance. Show Hoffer a failed political system and he will show you sewers and bridges and highways that do not work, either.

Let us begin this effort now to assure that Eric Hoffer's brilliant insight does not become the epitaph for our generation.

Thank you, Mr. Chairman.

[The statement follows:]

STATEMENT OF HON. JAMES L. OBERSTAR, U.S. REPRESENTATIVE FROM MINNESOTA

Mr. Chairman, the Members of this distinguished Committee, it is a pleasure to be here today to testify on behalf of S. 432, the Scenic Byways Study Act of 1989. This bill is virtually identical to H.R. 1087, which several of my colleagues and I have introduced in the House.

The bill directs the Secretary of Transportation to identify scenic and historic roads throughout the country, and to recommend to Congress a scenic byways program to complement the Interstate System.

The Interstate is now 99% complete. It performs magnificently its intended purpose: to move people and freight point-to-point, city-to-city, coast-to-coast, at high speeds.

As that program reaches completion, it's time to turn our attention to a different aspect of travel: leisure travel: to a different landscape: the scenic, recreational, cultural and historic wonders of America; and to a different road system: Scenic Byways.

Unlike Interstate highways, scenic byways would take travelers away from the main corridors and into the mountains, forests and countryside, along the lakes, rivers and seashores of our great nation. Instead of bypassing towns and villages, scenic byways would take the traveler into America's rural communities, to eat, to shop, to stay, perhaps to experience a different way of life.

These alternative routes will also bring new economic opportunity, and economic diversity to the small, rural communities through which they pass, most of which are bypassed by our more high-speed road systems.

Scenic byways would not necessarily be an interconnected network. The system to be recommended by DOT and approved by Congress could consist of many unconnected roads, perhaps just segments of roads with scenic or historic significance. Many such roads already exist, ranging from the 3,000-mile Great River Road following the Mississippi River from Canada to the Gulf, to the 16-mile Mount Vernon Memorial Highway between Mount Vernon and Washington. The spectacular Blue Ridge Parkway follows the crests of the Southern Appalachians for 470 miles, linking the Skyline Drive in Virginia to the great Smoky Mountains National Park in North Carolina. A national scenic byways program would complement State and local efforts to enhance, protect and promote these roads and give them special designation and signage.

A Scenic Byways program would not be a roadbuilding program of the same scope as the Interstate program. It would require relatively little acquisition for right-of-way and new construction. It would, however, provide a cooperative program between the Federal, State and local governments, private industry and concerned individuals to develop and preserve a valuable resource: our scenic and historic sites and roads.

The current Surface Transportation Assistance Act expires in 1991. We intend the studies and recommendations required in the bill to be delivered to Congress in time to include Scenic Byways in the 1991 highway bill.

Recreational driving is the second most popular outdoor activity in America, and this country has a matchless wealth of scenic, recreational, cultural, and historic glories to be visited. The Scenic Byways program would enable Americans to stop and savor these figurative roses.

Mr. Chairman, I certainly commend you on holding these hearings today, and on moving this needed bill with such alacrity. I am confident that the House will follow suit in the very near future, and that we will have a bill to the President for signature in time to have the study completed for consideration as Congress turns our attention to reauthorizing the Surface Transportation Assistance Act.

Senator ROCKEFELLER. Congressman, that was superb testimony. Thank you very, very much.

Congresswoman, we are anxious to hear from you.

STATEMENT OF HON. BARBARA F. VUCANOVICH, U.S. REPRESENTATIVE FROM NEVADA

Mrs. VUCANOVICH. Thank you very much, Mr. Chairman. Good morning to you, Mr. Chairman and my colleague from Nevada and Senator Burns.

I am certainly happy to be here to testify before you and I really appreciate your holding this hearing. I am also happy to see that Mr. Steven Richer, Nevada's Director of Tourism, is here, and I would like to thank him and also the State of Nevada for the interest they have shown for the scenic byways initiative.

Tourism is the number one industry in my state. It employs one-third of the citizens of Nevada and produces over $6 billion of revenue.

But some people would have you think that gaming is the only tourism attraction in the state, and those of us who live there know that just ain't so. We have some of the finest skiing in the country and, as Senator Bryan has mentioned, Elko County is the home of the majestic Ruby Mountains.

The newest national park, the Great Basin National Park, is located in northeastern Nevada. Lake Mead in southern Nevada is a beautiful desert treasure. And of course, there is spectacular Lake Tahoe nestled in the High Sierra, certainly one of this country's crown jewels.

I had the honor of being appointed by President Reagan to serve on the President's Commission on Americans Outdoors. Our Commission found that 77 percent of American adults drive for pleasure and recreation. The Commission made a number of recommendations in its report, one of which placed a strong emphasis on recreational driving. The scenic byways study bill is a natural offshoot from the Commission and I am pleased to be an original co-sponsor.

We advocated lighting a prairie fire in states and communities. We believe that the Federal government should respond to the needs that those states and communities identify, not mandate what recreation should be provided. And I believe that the prairie fire approach will ensure success for the scenic byways program.

After these scenic roads are identified, we will then be able to offer assistance for improving roadways, develop interpretive signs, construct safe pull-offs. There are a number of other things that can be done.

And I am very happy that the Chief of the Forest Service is here this morning. I will just make a passing reference to the scenic byways program which they have done, and they have identified 30 roads in our national forest system to be designated scenic byways.

The Plymouth Corporation is a corporate sponsor of this new program and will participate in a national advertising campaign and will put information about scenic byways in the glove compartment of all new Plymouths. It is a wonderful program, and I am pleased to say a road in the Humboldt National Forest in Nevada has recently been nominated.

Mr. Chairman, tourism in the State of Nevada will definitely benefit from the development of scenic byways. I commend your leadership and that of my colleague Mr. Oberstar in this effort, and I am pleased to be part of it.

Thank you very much.

Senator ROCKEFELLER. Thank you both very, very much. We are grateful for your coming over here and for making strong statements in favor. You are part of why this is going to become a reality.

Congressman Oberstar, Congresswoman Vucanovich, we thank you very, very much.

Mrs. VUCANOVICH. Thank you very much.

Mr. OBERSTAR. Mr. Chairman, thank you for your leadership. I know from previous experience, when Jay Rockefeller takes hold of an issue and decides that this is going to be his cause, he does it, he does it with vigor, with insight, with brilliance, with determination, to finish the job.

And I know that we will get this job finished, with your leadership. Thank you.

Senator ROCKEFELLER. Thank you, Congressman.

I want to also say that it is a continuing source of pride for those of us in West Virginia and Appalachia that one of our great champions of Appalachia, which is a distressed area, has always been the distinguished Congressman from the northern part of Minnesota. So that shows that there are people who care about other parts of the country.

Thank you both very much.

I would like to call now Dale Robertson, if he would come forward, as the Chief of our Forest Service. And Dale, we would be very glad to hear your comments and suggestions and ideas that you might have.

STATEMENT OF F. DALE ROBERTSON, CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. ROBERTSON. Thank you, Mr. Chairman.

I would like to tell you about our very successful scenic byways program on the national forests, which we announced just last May, some ten months ago. And you already heard some figures about how many scenic byways we have on the national forests from both Representatives Oberstar and Vucanovich.

This number changes daily, so after ten months we now have 33 national forest scenic byways on the national forests in 23 states, covering about 2,000 miles. And I expect to designate many additional scenic byways, perhaps ending up as many as 100 on the national forests.

There is a map here that shows the national forests and the red dots, and you can see that our 33 scenic byways are pretty well distributed throughout the United States.

This spring we will begin to sign these byways to interpret the surrounding country, the history, and forest management activities. And in addition to the beautiful country, people will be able to see the management activities on the national forests, like timber harvesting, tree planting, cattle grazing, fish and wildlife, habitat improvement work, and the other kinds of things that go on, on the national forests.

You know, ultimately I would like to see the tourists get involved in doing something, like planting a tree. And we plan to provide some opportunities for people to drive these scenic byways and plant a tree, so they can go back to New York City or Washington, D.C., or wherever and say they had planted a tree and it is growing on the national forest.

I also envision working with a lot of the people we do business with, like the loggers, timber companies, ranchers, that maybe they could participate in this and provide an opportunity for the tourists to drop by and visit a logging operation or a ranching operation and explain this lifestyle, explain forest management, and what is going on, on these national forests.

Now, I know loggers and ranchers are busy people, but you know, we have a lot of retired people that know the business, that I think we could get to volunteer to help enrich the experience of people through interpretations and telling the background and history of this country to the tourists.

There is really no limit on what we can do to enrich the experience of people traveling these scenic byways. It depends upon local people being willing to team up with the Forest Service to do that.

The scenic byway program on the national forests is a big success, in large part due to local people working together. We are taking the partnership approach with local government, state highway departments, economic development agencies, chambers of

commerce, private businesses, and whoever else would like to work with the Forest Service and become our partner.

We are using these partners to help publicize the scenic byways and to help finance developments, like scenic overlooks, interpretive signs, rest stops, and short loop trails so people can get out of their car and take short hikes. And we have found that scenic byways are just a natural catalyst for building these kinds of partnerships at the local level.

We have found that the local people see scenic byways as a drawing card for boosting local economies through tourism, and I think that is really important.

In February we entered into a national partnership with Plymouth Division of Chrysler Corporation, and they are going to help us publicize scenic byways. Plymouth will sponsor an exhibit of scenic byways at more than 20 trade shows this coming year.

They will publish a nationwide map showing all the scenic byways throughout the country. They will be sponsoring a major insert into the upcoming issue of Reader's Digest going to, I think, 15 million people about the opportunities to drive and see the scenic byways on the national forests.

Senator ROCKEFELLER. That is excellent.

Mr. ROBERTSON. And they have been really a super partner in this. And more than that, Mr. Chairman, they have been very generous in providing up-front money to the Forest Service to go out and sign these scenic byways and put in interpretive signs to help the visitor better enjoy this.

Now, what we found in the case of the Forest Service, scenic byways are a low-cost, high payoff program. And again, what I am most proud of is how local people have rallied around these scenic byways and have been willing to pitch in and help the Forest Service get the job done, and that is what it takes to make these scenic byways a success.

Now, Mr. Chairman, in regard to your bill, S. 432, the Department of Agriculture will defer to the Department of Transportation, and I understand that they will be furnishing a report to the committee on this bill.

So that concludes my remarks and I would be happy to answer any questions you might have.

[The statement and questions and answers follow:]

STATEMENT OF F. DALE ROBERTSON, CHIEF, FOREST SERVICE, USDA

Mr. Chairman and members of the subcommittee: Thank you for the opportunity to comment on the value of scenic byways to tourism.

I would like to tell you how our new National Forest Scenic Byways program contributes to tourism in America.

Throughout our long history, the Forest Service has been committed to the concept of economic stability for local communities. Such stability is best assured through balanced programs involving a variety of industries. We have strongly supported diverse economic activities that are in line with our multiple-use charter—activities that include timber harvesting, mining, grazing, and recreation. Recreation and tourism are very important to many States, counties, and communities in generating jobs and income.

The number one recreation use of the National Forests is driving for pleasure—people out driving for the fun of it, enjoying the scenery and the great outdoors, the majestic mountains and powerful rivers, the quiet lakes and tranquil forests, the rural towns, the wildlife and the seashores. Many of these roads go through the 156 National Forests in 43 States.

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The National Forests are America's Great Outdoors. Representing the prime outdoor recreation lands in this country, more people recreate on the National Forestrs than on any other public land. Yet, the National Forests have not reached their full potential in meeting the growing outdoor recreation needs of the American people.

Last May, I announced a new National Forest Scenic Byways program. It has been a big success—for the Forest Service and for our friends and partners in the towns and communities.

In the last 10 months, I have designated 33 National Forest Scenic Byways in 23 states and covering nearly 2,000 miles. And, I expect to designate many more Byways during the next several months. These are segments of safe, existing roads located in areas of outstanding scenic or cultural splendor. They are roads that people enjoy and will remember.

This Spring, we will begin to sign these byways and to develop programs along them to interpret the surrounding country, history, and forest management activities. Visitors will see timber harvesting, tree planting, cattle grazing and wildlife habitat improvement work blended in with the scenic beauty.

Working closely with people at the local level—the highway departments, the chambers of commerce, and private businesses—we have become partners in bringing the American people closer to the beauty of their National Forests. at the same time, we are providing new opportunities to enhance and strengthen local economies through tourism.

Byways are a natural catalyst for building partnerships. In the case of our National Forest Scenic Byways program, we know that we cannot simply depend upon Federal dollars alone to get the job done. We realized at the outset that in order to develop things liker visitor overlooks, restrooms, and short-loop walking trails, we would often have to look to local or national partners to assist in making these scenic drives "come alive" and become a drawing card for tourists from all over the country.

We are continuing to form many local partnerships to help us do these things. We see great value in working with regional tourism boards and local economic development agencies and businesses to help promote and draw attention to National Forest Scenic Byways.

In February, we entered into a new and ambitious national partnership with the Plymouth Division of the Chrysler Corporation to help publicize our new program. In addition to featuring National Forest Scenic Byways in more than 20 regional consumer shows, brochures about the program will be distributed at 3,500 Plymouth dealership across the country. There will also be a series of national advertising and merchandising campaigns.

We defer to the Department of Transportation on the merits of S. 432, and understand that they will be furnishing a report on the bill to this Committee for its consideration.

This concludes my testimony. I would be happy to answer any questions you may have.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, DC, May 19, 1989.

Hon. JOHN D. ROCKEFELER IV,
U.S. Senate,
Washington, DC.

DEAR SENATOR ROCKEFELLER: Thank you for your April 14 letter concerning National Forest Scenic Byways and your request for additional information on the program.

We are quite excited about the program's potential to provide increased recreation opportunities for Forest visitors.

The following comments address your specific questions:

1. The criteria we use in identifying National Forest Scenic Byways are outlined in our August 29, 1988, Scenic Byways letter and enclosures to the Regional Foresters (See Enclosure A). The nomination criteria includes:

a. The proposed Byway must be an existing road with a current or potentially high degree of scenic value and may include recreation, historical, educational, scientific, or cultural features. These values and features must be of National or State significance.

b. The nomination must be an existing route, located primarily within a National Forest, and have public access.

c. The route may include segments under other jurisdictions. Written agreements must be obtained with those having jurisdiction indicating their concurrence with being designaged as a National Forest Scenic Byway.

d. The route must be safe for recreational driving in a passenger car. (Unpaved roads can be nominated for Scenic Byways.)

e. The nomination of the route as a Scenic Byway must be consistent with Forest Plan direction.

The selection criteria are based on how well the proposal responds to the goals of the National Forest Scenic Byways Program. These include to:

a. Showcase the outstanding National Forest scenery;

b. Increase the publics' understanding of the National Forests as the major provider of outdoor recreation;

c. Increase public awareness and understanding of all National Forest activities;

d. Meet the growing demand of driving for pleasure as a significant recreation use;

e. Increase the use of the National Forests by non-traditional users including urban minorities, the disadvantaged, the elderly; and

f. Contribute to the Nation's overall Scenic Byways effort.

2. The National Forest Scenic Byways Program is just one of the many action items identified in our National Recreational Strategy. We have been working with the business community, local organizations, and Regional Tourism Boards through local contracts such as our District Rangers, Forest Supervisors, and Regional Foresters to implement this Strategy (See Enclosure B "America's Great Outdoors").

Our Washington Office has also been working with organizations such as the Plymouth Division of Chrysler and the Forest Education Foundation on a major nation-wide program to promote and develop National Forest Scenic Byways.

Once these companies or organizations have become aware of our program, they easily recognize the benefits to both parties involved.

The business community is beginning to respond to the progam by providing promotional information on the scenic attractions near the Scenic Byways.

3. There are currently 33 designated National Forest Scenic Byways totaling 1886 miles (see Enclosure C). The number of designated National Forest Scenic Byways could increase to as many as 100 before we have completed our designations.

4. The Forest Service met with the Bureau of Land Management, National Park Service, Soil Conservation Service, and Federal Highway Administration on August 11, 1988. Although many of the agencies were interested, to our knowledge, only the Bureau of Land Management and possibly the National Park Service are beginning to develop a program. We suggest that you contact each agency for comments on the criteria they are using.

5. We have not had much experience with non-Federal agencies. We do know that some States such as New York have developed similar programs, but do not know whether they were modeled after our program. We have enclosed a copy of an ad that appeared in "Better Homes and Gardens" concerning one Byway of the New York State program (see Enclosure D).

6. We see no constraints to this program and would envision that it would be straightforward for others also. Additional funding could, of course, improve the program, but we do not see it as essential to the program's success.

7. We keep data on road-use through traffic counters installed along a sample of points on the National Forests which should show trends in increased Scenic Byway use.

8. We recognized some of these problems and are not designating roads that may have special funding, maintenance, or bridge problems.

Based on the interest we have encountered with State governments, there is definitely a strong interest in a National Scenic Byways System (See Enclosure "Colorado Scenic and Historic Byways Commission Executive Order"). The success of a Federal program, however, is difficult to judge. The potential is there, and we believe that the program will be highly successful. In this area, we would like to help promote National legislation.

If you would like additional information, please contact Bob Ross in our Recreation Management staff at (202) 382-9406.

Sincerely,

LARRY D. HENSON,
Associate Deputy Chief.

Enclosures.[1]

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[1] The enclosures were not reproducible.

Senator ROCKEFELLER. Senator Burns?

Senator BURNS. I have no questions at this time. I will wait for the Department of Transportation.

I want to thank Mr. Robertson for taking the time today. Thank you.

Mr. ROBERTSON. We have two of those scenic byways in Montana.

Senator BURNS. I see that. You are getting a lot better with your dots there, and we have to keep that up. I think we only have one highway in the State of Montana that is designated by the State. We are going to try to do a little better job on that.

Senator ROCKEFELLER. Dale, how do you measure and monitor whether those scenic byways that you designated are in fact being used? How do you go about measuring their use or the increased use as a result of their being designated scenic byways?

Mr. ROBERTSON. Well, we will start monitoring the use of the scenic byways—as I say, the oldest one that we have designated is only about five months old. So we are going to start monitoring the use on these highways.

Senator ROCKEFELLER. And how will you do that?

Mr. ROBERTSON. Well, like we do on all of our recreation areas. It is a sampling method of how many people are driving the highways.

Senator ROCKEFELLER. The little cords across the highway?

Mr. ROBERTSON. We will use that, yes.

Senator ROCKEFELLER. Let us say that there were to be in the 1991 highway bill a national scenic byways system done, put forward. Would that be something that naturally you would be able to fit your Department's byways system into?

Mr. ROBERTSON. Absolutely. We have pretty high standards for these scenic byways coming into our program. Of course, we manage probably the most scenic country in this United States.

Senator ROCKEFELLER. Yes, you do.

Mr. ROBERTSON. The scenic byways go through this scenic country, so I cannot imagine our highways not fitting into a bigger scheme.

Now, some of our forest roads are not the highest quality roads. One criterion we have is it has to be safe for a passenger car, and some of ours—most of them are paved, but we have some mileage in this that are gravel roads. But they are still safe for passenger cars to travel.

Senator ROCKEFELLER. I agree with you on the safety factor, but I think in rural areas sometimes some of the most beautiful is when you get off the hard road, whether it is gravel or whether it is dirt, safe but kind of dusty.

Sometimes people want that. That gets them down into areas where perhaps they could not otherwise get.

When you advertise—you have not been able to really do too much of that yet—how do you market your scenic byways? How will the public be able to learn about them?

Mr. ROBERTSON. Well, we are working in partnership with Chrysler. Plymouth is working on national publicity in terms of this national map that will show all the scenic byways.

We will, as I mentioned, have this exhibit traveling around to 20 trade shows. We will be a part of that. There will be a Forest Service person at the trade show with Plymouth and the exhibit.

I think this Reader's Digest insert will do wonders for publicizing the scenic byways. And then locally, our forest supervisors are working with tourism bureaus and the tourism industry, trying to put as a part of their package, come and see the scenic byways and all the other things that you can do in this local area.

For example, the first scenic byway we dedicated was down in the Cherokee National Forest in Tennessee, and it has been amazing how just the designation of that scenic byway was something for the local tourism industry and the local people to rally around. And because of that designation now, we have brochures going out all over the United States to come and see the scenic beauty of southeastern Tennessee, drive this scenic byway. There are videotapes that the local chamber of commerce have produced, and they are mailing them out.

This scenic byway designation—as I said—was low-cost, high payoff. The road was there already. We had already made the investment, and it was just a triggering event.

Now, that has really created a lot of publicity and a lot of effort, again by Chattanooga, Tennessee, and the surrounding areas, trying to convince people to come and enjoy the scenic wonders of southeast Tennessee. So I think that is the key to this thing—it is not just the Federal government out doing these things. It is working with the local people, building some pride in the scenic byways.

It is not just the byway; it is the scenic country that the scenic byways go through. And that is what is going to make this thing go and be successful.

Senator ROCKEFELLER. I agree with that, and sometimes states are so conscious of economic and industrial development in its classic sense that they are not aware or do not take advantage of the development, the jobs, as well as the pride factor which you referred to in communities, just in our rural areas where, let us say in West Virginia, where we are so mountainous, where you may have a hard time, let us say, moving a General Motors plant into it.

I remember when I was Governor I just took a series of roads in the central part of our state, Nicholas County and through there, that it is a beautiful area, and you just change the designation, you change the number of the road. We just called it Route 55.

That Route 55 in a sense became a number of roads otherwise previously numbered, made them into a joint common signature, and then that becomes part of the way people talk. Have you been up to Route 55? If you get onto Route 55, you go through three or four counties.

That really increases the participation from the counties, the pride in the counties, and it is a simple way of doing something, as you say, cost effective.

Mr. ROBERTSON. Yes.

Senator ROCKEFELLER. Can I ask you one other question. Have you been contacted by other—has the Forest Service, that is, been contacted by other Federal land managing agencies about this possibility of scenic byways in any way, shape or form?

Mr. ROBERTSON. Yes, we have had some discussions with the Park Service and the Bureau of Land Management. But it was primarily explaining our program to them, and I think they may have some interest in tieing in with our scenic byways, because there is a lot of times you go from national forest to national park or to Bureau of Land Management land.

It makes sense to extend some of these over some of the other Federal land management agencies.

Senator ROCKEFELLER. Good.

Dale, I am ready glad that you came, and I understand that you are deferring to the Department of Transportation in terms of this particular bill of mine. But I do not think you dislike it?

Mr. ROBERTSON. Scenic byways are a winner, Senator.

Senator ROCKEFELLER. Thank you, Dale.

Mr. ROBERTSON. It is just a matter of how we get it done, and the Forest Service concluded that a year ago last May. And we have—as I mentioned, a lot of the scenic country in this nation in national forests, and we decided it was time to just get on with designating these, because we have the roads.

And I might say that we have designated roads under joint jurisdiction, a lot of it on national forests, but some state highways and some county. We have worked with these local jurisdictions, states and highway departments and counties, and they have been very cooperative. And we do not designate one that includes any state or county roads unless they too sign onto it, and we have gotten good cooperation.

It is a good program and I would just like to emphasize, it is low-cost, high payoff in my opinion.

Senator BURNS. If the Senator would yield for a second. I thought you were going to forget that, because I think of your cooperation in the Flathead country. Several travel people up there and the Forest Service people up there are working hand in hand.

That is really a spirit of cooperation up here, and the county people and the state people. So I did not want you to miss that. You are off on the right foot, and we want to see that continue.

Mr. ROBERTSON. In my opinion, if you do not work cooperatively with the local people, the tourism industry, and everybody, if I did not have that cooperation, I would not designate a scenic byway, because I do not want to go it alone.

But we have yet to find an area, after working with people and talking about the kinds of things we can do with the scenic byways, we have yet to run into a situation where the local people have not been very supportive. And we want that support before we designate a scenic byway, because we need their help to make it a big success.

Senator ROCKEFELLER. Senator Burns, I appreciate your asking that, because that really is a critical point.

I chaired a hearing the other day talking about making part of a river in Nebraska scenic, and people were coming out of the walls for, but also against. It is something, when people think that the Federal government is going to move in and say this is scenic, that they are going to be told what color to paint their barns and they cannot have chairs on their front porch, or whatever it is.

There is a lot of fear. And you are saying just precisely the opposite, that people, in terms of scenic byways, that they welcome it and that you have not run into opposition and in fact you have run into not only cooperation, but substantial pride.

Mr. ROBERTSON. Well, you have to work with the local people from the very beginning. You just do not announce it and then decide to work with them. You have to work with them in the beginning.

And I might say, you know, there are a lot of people's livelihood that depends on the national forests. I have talked to the timber industry. You know, they were concerned: Well, how is this going to affect timber management on the national forest? But I say, you know, this is an outstanding opportunity for you to work with us to explain forest management to the traveling public.

And Senator Burns, you are coming from ranching country. I just came back in January from the World Alpine Ski Championships in Vale, Colorado, and we had the press from all over the world there, 40 countries represented, a lot of U.S. press.

And we worked with one of our ranchers who has a grazing permit on the national forest, and we said, how about hosting some trips to your ranch to explain the ranching operation, ranching lifestyles, how you tie into the national forest? And it was an overwhelming hit.

If he had charged for that, he probably would have made as much or more money for that than he would have from selling his cattle.

Senator BURNS. In Vale, Colorado, it was not Chris Jufus, was it?

Mr. ROBERTSON. I do not remember what the guy's name was.

Senator BURNS. I was going to say, if it was Chris he probably did.

Mr. ROBERTSON. It just illustrates the opportunity in working with people and their livelihood and how they can tell the story.

Senator BURNS. To your credit, Dale, and to your organization. When you took the lead on this—I made some calls and have talked to some people up there. I learned that a lot of that cooperation is to your credit. When you took the lead, you pretty well had a plan already laid out and took it to the people and presented it in a way that encouraged this cooperation.

So that is why I say you really got off on the right foot, with some planning and some thinking. That is to your credit, just like offering this legislation is to the credit of Senator Rockefeller for his lead on this. It is very important, it is very important for this legislation.

Thank you very much.

Senator ROCKEFELLER. Dale, thank you very much, and we appreciate the superb work you do with the Forest Service.

Mr. ROBERTSON. Thank you.

Senator ROCKEFELLER. Our first panel will be: Derrick Crandall, who is President of the American Recreation Coalition; Lester Lamm, who is President of the Highway Users Federation; William Holly Whyte—and I am going to say a word about him in just a second—on behalf of Scenic America; and John Archer of the American Automobile Association.

All of you are tremendous people, but I have just got to put, Senator Burns, a special mention in for William Holly Whyte, because this is an extraordinary, world renowned expert in land use. I have the great personal satisfaction of knowing that he not only worked very closely with my uncle Laurence, but also very closely with my uncle Nelson in New York.

And you are known across this country and across this world, and frankly I am honored that you are here.

Mr. WHYTE. Thank you, sir.

Senator ROCKEFELLER. Derrick, you start off.

STATEMENT OF DERRICK A. CRANDALL, PRESIDENT, AMERICAN RECREATION COALITION

Mr. CRANDALL. Thank you, Mr. Chairman.

I want to express our excitement and our appreciation for this first hearing of your important subcommittee in the 101st Congress, and also for the personal leadership that you have provided on the scenic byways issue. We cannot imagine a more appropriate champion for this, and we thank you for all the energies you have already invested and look forward to great successes.

I appear today wearing three hats. Along with Barbara Vucanovich, I had the great pleasure to serve on the President's Commission on Americans Outdoors and as we traveled the country, holding more than 20 hearings, listening to more than 2,000 people, divining the meanings of national surveys, it became very clear that Americans love the outdoors and love to see the outdoors in a variety of ways.

But as Congressman Oberstar and others pointed out so well, they love to see it close up, from the multitude of varied road experiences that we provide.

I also serve as the president of a national federation of recreation interest groups. The 110 groups that are part of the American Recreation Coalition range from large, well-known companies such as Disney and Huffy, to enthusiast organizations such as the United States Recreational Ski Association and the Good Sam Club, to associations representing companies big and small that are providing a major part of the $300 billion a year spent on recreation activities in this country.

Most of those groups are already playing an active part in the scenic byways efforts under way.

The third perspective I bring today is as one of the co-organizers of a May 1988 national conference, the first time ever where recreation, tourism, environmental, and highway groups came together at "Scenic Byways '88" to discuss the importance of the roads that Americans love, our scenic byways.

And I know you have seen, Mr. Chairman, but I do want to again credit the Federal Highway Administration for the yeoman's job they did in putting together for that conference a very good documentation of the history, as well as the issues behind, scenic byways.

I would also say that this coalition that came together to put together Scenic Byways '88 continues to meet actively. It now is, as Congressman Oberstar pointed out, nearly 40 organizations strong.

We have a Byways Bulletin that goes out and two issues have already been issued, capturing the excitement that is ongoing in the scenic byways community.

Scenic byways are a good idea today. They were a good idea years ago. This is not the first time that the nation has thought about the recreational driving needs of Americans.

In fact, as we go back we see in New York and in Oregon and in Texas and Vermont, state after state in the twenties and the thirties looked at the importance of providing quality experiences to drivers in America.

Federal efforts have also been under way for many decades. In fact, in the 1930's such important efforts as the Blue Ridge Parkway and the Natchez Trace and the Going to the Sun Highway and so many others were begun.

We heard calls during the 1950's and 1960's for a national scenic highways system, and in fact if the energy emergency of 1973 had not become a reality we might today already have a scenic highway system.

That distracted us. Along with the energy emergency came a feeling that perhaps we were changing, perhaps the leisure activities of Americans would be forced to change. We now know, through a series of national recreation participation surveys, including those that you referred to, that it has not fundamentally changed the excitement that Americans feel as they think about the roads of West Virginia or Montana. They are attracted to those and will find ways to save up their resources, whether that be money or energy, to go out and see the diversity, natural and cultural, that this country has.

Fortunately, although Federal efforts were on hold, state efforts have continued, and today more than half of the states have scenic highway programs. It is now time for the Federal government to catch up, and your bill allows us to prepare for doing just that as part of the highway bill of 1991, a very important bill and one that I think is being looked at so well by both the public and the private sector through the Transportation 2020 process.

By the time of the President's Commission report, it had become clear that recreational driving had been neglected by both the recreational and the transportation planners of this country. Your legislation would be an important first step in trying to rectify that.

It is time for us to identify, to move to protect, to move to publicize, and to move to enhance the recreational driving opportunities in this country. We believe that scenic byways offer great potential benefits and virtually no down side risks.

As Dale Robertson so eloquently put it, they are a high payoff kind of an investment of public funds. The roads are there. New road construction is minimal.

The kinds of amenities that make those roads truly valuable to the driver, whether they be on a bicycle or in an RV, in a car or in a bus, whether on foot or in a canoe along a river through the same corridor, certainly offer us great potential benefits. They unlock the tourism potential of much of rural America.

The recreation industry is comprised of companies big and small, but big companies tend to be congregated in the equipment manufacturing end. Largely, the recreation service provider network, the

private sector, consists of small campgrounds and small white water rafting companies. They have an inability to market effectively on a national or even a regional basis.

However, by banding together the synergy that can be created through a corridor clearly offers them great potential. We think that in effect the scenic byway can create an identity for that corridor that will have dramatic impact and positive impact for rural parts of the country.

We think that scenic byways are an issue whose time has come. We think that your bill is an important step towards fulfilling this opportunity.

We thank you and we thank all of the many organizations that have brought scenic byways once again into the public spotlight, and we look forward to working over the next two years to perfect the legislative initiative so we can go forward and all feel happy about the con ibution we have made to identifying, protecting, and enhancing those very magical corridors in our nation's most scenic areas.

Thank you, Mr. Chairman.

[The statement and questions and answers follow:]

TESTIMONY BY DERRICK A. CRANDALL, PRESIDENT OF THE AMERICAN RECREATION COALITION, BEFORE THE FOREIGN COMMERCE AND TOURISM SUBCOMMITTEE OF THE COMMERCE, SCIENCE AND TRANSPORTATION COMMITTEE, UNITED STATES SENATE REGARDING SCENIC BYWAYS, ON APRIL 14, 1989.

Mr. Chairman, we come before this body this morning with real excitement and with a great sense of appreciation for the leadership you are providing on the scenic byways issue. Few issues before the Congress have the potential for more benefits to more people, offering recreational, educational, resource and economic advantages.

I appear before this committee to speak about the importance of scenic byways from several perspectives. From 1985 to 1987, I had the tremendous opportunity to serve as a member of the President's Commission on Americans Outdoors. Through more than twenty meetings of this commission across the nation and through a national survey of recreation activities done for the commission, I learned first-hand about the special role recreational driving has on the nation's outdoor agenda, and the special passions people feel about the roads they love: roads such as the Blue Ridge Parkway and the Going to the Sun Highway, the rustic farm road and the Great River Road.

I also serve as the President of the non-profit federation of the nation's leading recreation interests, called the American Recreation Coalition. Our members, ranging from nationally known companies such as Coleman and Huffy to associations of recreation opportunity providers including campgrounds and rafting companies to individual membership groups, such as the Good Sam Club, the United States Recreational Ski Association and the American Motorcyclist Association, are excited and already involved in the scenic byway movement.

The third perspective comes from my efforts to organize the nation's first national symposium on scenic byways last May, an effort which succeeded wonderfully because of the interest and support of more than thirty associations and federal agencies which helped in the planning and conduct of the session. The Federal Highway Administration published a wonderful workbook called "Scenic Byways '88" for this meeting that has become the "bible" for scenic byways interests. A copy of the book is included with my testimony. And, as you are aware, Dale Robertson, Chief of the Forest Service, first announced the National Forest Scenic Byways program at our May conference.

The groups actively involved in the meeting last year have continued to meet regularly to aid scenic byway planning on the federal, state and local levels. We've put together a traveling slide show called "Discovering America's Scenic Byways" and a newsletter called "Scenic Byways Bulletin." The first two issues of the newsletter are attached.

Scenic Byways: A Good Idea Then and Now

Americans have long enjoyed the chance to see the diversity of this great nation. Scenic drives into the country and longer distance explorations were principal initial uses of the automobile. Early in this century, state and federal agencies developed specific routes for recreational drivers. New York and Oregon were early leaders in constructing parkways and scenic drives, followed closely by Texas, Vermont and other states. Federal efforts began in earnest during the 1930's and focused in and around the nation's capital and within the national park system. The success of these initiatives is clear today. The corridors containing these scenic byways today attract millions of visitors annually, and their natural beauty remains protected.

Calls for a national scenic highway system were heard in the 1960's. The first federal survey of recreational activities was conducted in 1960 and placed pleasure driving at the top of our leisure activities, where it has remained in each of the subsequent national Recreation Surveys. In fact, a feasibility study was undertaken by the Department of Transportation in 1973 for a national system of scenic highways and parkways. The first of our nation's energy emergencies prompted a report which validated the need for attention to scenic byways but which recommended against a new initiative.

While federal efforts remained on hold, state progress continued. More than half of the states developed some type of program; some were quite ambitious. Key private initiatives such as the designation program of the American Automobile Association were begun. And the volume of recreational travel continued to climb.

By the time of the President's Commission, both a need and a window of opportunity were apparent. After thirty years of focused public investment, the nation had developed an outstanding interstate highway system to move people and goods swiftly and safely between our urban centers. We had also developed major public park and recreation programs, expanding opportunities to enjoy fishing and boating, swimming and golfing, camping and team sports. Yet an activity at the very top of the list in recreational popularity and the cause of more than 20% of all vehicle miles -- pleasure driving -- attracted little attention from either effort. The timing was right for a new scenic byways push because a major effort to craft a new, long-range blueprint for our nation's highway program, the Transportation 2020 initiative, was already underway.

The President's Commission urged federal, state, local and private efforts to identify, publicize, protect and enhance recreational driving experiences through scenic byways. Few of our other recommendations sparked as rapid and positive responses. Wonderful progress has already been made. New dialogue is occurring among transportation, recreation, tourism, environmental and cultural community leaders, and all believe that we can craft a national scenic byway program which accomplishes our respective goals.

The reason, we believe, is that scenic byways offers tremendous benefits with very few potential liabilities. Creating scenic byways does not necessitate new road construction. In most cases, the roads, the scenery, the attractions and the services are already in place. The byway might follow the paths of early settlers or explorers, like the Nachez Trace or the Lewis and Clark Trail, or feature areas famous for white-water rafting or skiing. Many communities have the potential for scenic byway development, and can benefit from the increased sense of pride that results from a strong cooperative effort.

Scenic byway designations can unlock the tourism potential of rural areas and generate much-needed revenue. The economic benefits of scenic byways can be substantial. Tennessee officials estimated that if scenic byways kept only one percent of Tennessee's visitors in the state for an extra half day, annual tourism revenues would increase by six million dollars. Rural businesses ranging from campgrounds to gas stations to restaurants, inns and craft shops can all benefit from proper designation, protection and marketing of scenic byways. The potential for breathing new life in to depressed economies through tourism generated by scenic and historic roads is indeed great.

We're also excited by the potential scenic byways have for linking Americans to the wide variety of recreational opportunities in this nation. Roads which lead to our parks and forests and allow people to enjoy hiking, bicycling, fishing, and other outdoor activities are especially needed near our towns and cities.

Scenic byways should be a part of the nation's post-interstate highway program. We need to take action soon to ensure the special scenic, cultural, recreational and historic roads of this nation are identified. We need to provide more tools for states and local communities anxious to enhance and protect scenic and recreational corridors.

S.432, the Scenic Byways Study Act of 1989, is an important step toward developing a scenic byways program to be included in the 1991 highway bill. The consensus on the need for scenic byways continues to build, and S.432 will further enhance understanding of scenic byways issues. We applaud Senator Rockefeller for his role in introducing this legislation, and encourage the committee to support its prompt passage.

Thank you for listening to my views on one of America's finest resources -- our scenic and historic roads and byways.

QUESTIONS OF SENATOR ROCKEFELLER AND THE ANSWERS

(1) *You served as a commissioner on the President's Commission on Americans Outdoors, the organization which has revitalized the idea of a national system of scenic byways. Would you describe what the Commission envisioned with regard to such a system? Did their report primarily specify existing roads? Did the Commission set any criteria or guidelines as to what should be included?*

Members of the President's Commission on Americans Outdoors placed a high priority on the creation of scenic byway systems, both as a means to meet a continuing hunger for opportunities to see and enjoy the nation's cultural and natural diversity and beauty and as a means to integrate already available public parks, forests and other recreation resources, thus adding to their accessibility and value. The Commission's recommendation reflected an awareness of the need for active, local participation in the designation and protection of scenic byways, and the reality that strong local involvement would likely result in some differences in scenic byway systems across the nation. These differences would include criteria for designation and degree of protection. We urged positive federal incentives to encourage the development of appropriate minimum standards and protective measures.

The Commission noted the importance of federally-managed scenic byways, such as the Blue Ridge Parkway and the Natchez Trace, and the importance of federal assistance to multi-state agreements creating scenic byways, such as the Great River Road. At the same time, it recognized that the overwhelming majority of the roads Americans drive for pleasure are managed by state and local governments. We now have nearly 4 million miles of public roads in the United States; our principal concern was that the portions of this existing system with the greatest scenic, recreational, cultural and historic values be managed for those properties. Much more emphasis was placed upon the protection and enhancement of these existing routes -- enhancements in both enjoyment and safety -- than in new construction of road corridors. Yet the commission recognized that some new scenic roads were both possible and desireable.

(2) Have the discussions and developments subsequent to the work of the Commission produced any new ideas about criteria for the system?

The basic scenic byway recommendations of the Commission have undergone scrutiny and discussion by a diverse group of recreation, tourism, transportation and environmental leaders. In general, the consensus appears to argue for the development of a national scenic byways program and general compatibility, but not uniformity, among state programs. The most important new development may be the concept of new urban byways, perhaps resembling the wonderful George Washington Parkway in northern

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Virginia, which combines the notion of a scenic byway with a greenway. Motorists, bicyclists, joggers, hikers and more utilize this lovely corridor.

Since the time of the Commission, the Forest Service and the Bureau of Land Management have embarked on ambitious scenic byway initiatives. Each embodies a level of commitment to public/private partnerships unimagined by the Commission -- but which is certainly praiseworthy.

(3) Are you familiar with any list or compilation of existing or potential scenic byways that would be useful in conducting the inventory called for by S.432?

The Department of Transportation compiled an inventory of potentially qualifying road corridors as part of its 1973 study. Moreover, both the Forest Service and the Bureau of Land Management are conducting inventories of candidate corridors on their lands, totalling well over 400 million acres. A number of states have undertaken inventories as part of their own state highway efforts. The American Recreation Coalition compiled information from all 50 states in 1987; this information was updated by the Federal Highway Administration in early 1988 and published in the Scenic Byways '88 handbook. Finally, the American Automobile Association has identified road corridors across the nation of the highest scenic quality on its widely available maps.

(4) Would you describe some of the coordinating efforts among private sector groups which have helped to advance the scenic byways recommendation of the President's Commission?

I have witnessed a wide range of private sector efforts in support of scenic byways. The most dramatic is clearly Plymouth's involvement with the National Forest Scenic Byway program. Among Plymouth's efforts will be:

- cash contributions to sign and improve the byways;
- a national map of FS scenic byways included in every new Plymouth product and otherwise publicly available;
- placement of special sections on FS byways in conjunction with Plymouth's print advertising, including a 3-page section in the June 1989 Reader's Digest;
- large FS scenic byways displays at more than 20 large consumer shows; and
- a national contest tied to scenic byways offering a new Plymouth as the grand prize.

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Yet Plymouth's effort is not unique. Regionally, recreation and tourism organizations are actively involved with scenic byways. Two good examples are the Great River Road and the Blue Ridge Parkway. Individual companies, local chambers of commerce and regional tourism organizations work to identify, protect, enhance and publicize scenic routes because they recognize both the value of the corridor to local residents and the expanded tourism potential arising from a well-recognized corridor.

We are now building awareness of the power of scenic byways among air carriers (who can benefit from improved "fly-drive" opportunities), car rental companies (Alamo already cites the nation's 4 million miles of road -- and some especially scenic portions -- in its commercials) and the energy industry. I believe these and other groups can contribute both during the study proposed by S.432 and in the creation and operation of the national scenic byway program we expect to be enacted through the 1991 highway bill.

(5) Are these organizations available to support the study proposed by S.432? If so, specifically, how might these groups assist?

The American Recreation Coalition and the Travel Industry Association's Travel Data Center and their respective memberships are prepared to assist the study proposed under S.432 through preparation and submission of data and statistics, through providing forums for gathering further data and public opinions and in a variety of other ways. One major opportunity would be the Scenic Byways '89 conference being coordinated by ARC in the Washington, DC, area November 4-7 of this year. Leading recreation, tourism, highway and environmental organizations will be participants and would be available to provide input to the study and review study work products.

Senator ROCKEFELLER. Derrick, thank you very, very much.

Lester, we look forward to your testimony.

STATEMENT OF LESTER P. LAMM, PRESIDENT, HIGHWAY USERS FEDERATION

Mr. LAMM. Thank you, Mr. Chairman. Good morning.

You have a copy of my prepared remarks, Mr. Chairman, which I will leave you for the record. I would like to depart from that, though, and speak a little bit further about an issue that was briefly raised by Mr. Crandall in his remarks.

That is to go back to the previous time when the Congress of the United States attempted to deal with scenic roads as an issue. In the 1973 Federal Highway Act, there were several provisions which really pointed to some of the issues which we are dealing with today.

There was a provision which identified and authorized a nation scenic and recreational highway and actually provided funding for construction along the Great River Road. There were also two feasibility studies, one a feasibility study to see whether or not we should develop a national scenic highway system, and second, a study of recreational access around the country.

Mr. Chairman, at the time that bill passed I was Executive Director of the Federal Highway Administration and I was responsible for administering all of these provisions in the 1973 Act. And I think it would be legitimate for people to ask ourselves, why has the country not advanced any further during the period 1973 through 1989, with this initiative having been taken previously by Congress?

Frankly, if you think back to that time period there are very easily explainable reasons why we have not advanced further in the concept of scenic roads, and they have to do with the impact of the fuel embargo which took place in the early 1970's.

What happened at just about the time Federal Highway was putting the reports together was that fuel prices went up. Inflation hit the entire U.S. economy, but it hit tourism and recreation particularly badly because people changed their driving patterns.

People could not stop driving to work in many cases, but in many cases they chose not to take the longer trips that lead to recreational areas.

Mr. Chairman, I am struck by the parallel today. Congress is again taking up the issue, and I would say for the record that the Highway Users Federation enthusiastically supports S. 432.

Senator ROCKEFELLER. Good.

Mr. LAMM. But we are facing again another prospective great increase in the price of fuel that might disrupt once again our best plans to lay out better scenic recreation opportunities. I am talking about other bills which are pending in Congress which would increase the Federal motor fuels excise tax by as much as 50 cents a gallon. There are editorialists around the country that are proposing even higher increases—80 cents a gallon, a dollar, a dollar and a half, more.

In my opinion, if this sort of provision came in, if the Federal motor fuel tax were used as the single source to help balance the Federal budget deficit, that would again cause the traveling public to change its patterns of driving. It would once again fall very sharply on the tourism and recreation industry as being the trips which might be most easily deferred until later. And I think once again Congress' initiatives, expressed through your bill, might again be frustrated.

So I would certainly hope that the Members of the Congress who feel that affinity and feel the need for a concerted Federal effort and initiative in the scenic roads area would look very closely at this provision. There are initiatives in both houses of Congress that would oppose the concept of using gas taxes to balance the Federal budget.

In the House it is H.R. 41, a resolution which currently has 213 co-sponsors. The Senate resolution is S.R. 63, which has nine co-sponsors.

And again, it would be our hope that the focus of your committee's attention on scenic roads today would give a little bit more impetus to the really critical need to avoid using the revenue source that state and Federal governments depend on for highway service in the perhaps bottomless attempt to reduce the Federal budget deficit.

[The statement and questions and answers follow:]

STATEMENT OF LESTER P. LAMM, PRESIDENT, HIGHWAY USERS FEDERATION

Mr. Chairman and members of the Subcommittee on Foreign Commerce and Tourism, I am Lester P. Lamm, President of the Highway Users Federation, a national coalition of some 400 businesses, industries and associations working for a better, safer, more efficient highway system for America.

I appreciate this opportunity to appear before you and to support Senate Bill 432, the *Scenic Byways Study Act of 1989.*

You are aware that the basic legislation authorizing the Federal-aid highway program will expire in 1991. The National System of Interstate and Defense Highways, begun in 1956, will be completed soon thereafter. America must develop a new master plan for surface transportation, meeting new needs of a nation that continues to grow and to change as it approaches a new century. For example, during the last twelve months highway travel has increased by about four percent, topping *two trillion* vehicle miles for the first time in history. At the present rate of increase, by the year 2000 the highway network will be asked to handle *three trillion* vehicle miles! Several fast-growing areas of the country will see traffic double by the turn of the century.

As one contribution in developing this "master plan," the Federation cooperated with the American Association of State Highway and Transportation Officials and with over 100 other national associations in conducting 65 public forums seeking to determine what needs the motoring public perceived now and in the future. We heard from the urban commuter, the Western rancher, the shipper who uses the highway to send goods to market, and the truck driver who gets them there. Plus, we heard from many people who spoke in behalf of tourism. (As an aside, one of the most successful Forums was held in Charleston, West Virginia, one year ago today in conjunction with the West Virginia Department of Highways. I was privileged to take part in that meeting.)

Over 2,300 witnesses spoke before these 65 Forums and another 20,000 submitted opinions through written questionnaires. A general summary of those statements and opinions is contained in the publication *Beyond Gridlock,* which has been provided to the Committee and which I request be made part of this hearing record.

The Forums defined many areas in which our highway systems can be improved. Urban areas suffer from congestion; some roads leading to ports and airports are not as direct nor as efficient as they should be; increased highway safety is a concern everywhere.

But another theme repeated in every part of the country was a desire to see the recreational aspects of the highway system expanded and improved. We have sampled some of this testimony in the chapter of *Beyond Gridlock* entitled "Recreation Demand." I won't repeat that information here, but I hope that you will have an opportunity to read it. It makes a convincing case, I believe, for the economic and social benefits which can be gained by proper scenic highway development, and indicates the strong public support for such development.

Twenty-three speakers in the states of Alabama, Colorado, Illinois, Indiana, Maryland, Massachusetts, Nebraska, North Dakota, Oregon, Utah, Virginia, Washington, Wyoming, and the District of Columbia specifically urged that provision for scenic byways be included in the next Federal-aid highway program—a program that Congress should begin addressing in this session.

The Highway Users Federation supports such inclusion in a new Federal-aid highway program and that is why we enthusiastically support S. 432. The Federation has been involved with the scenic byways issue since the 1987 report of the President's Commission on Americans Outdoors cited the need. It helped conduct the National Conference on Scenic Byways in May, 1988, and has been working with the tourism and recreation communities for well over a year.

We believe that the collection of information and experience called for by this bill will help Congress design an effective plan to develop scenic and recreational driving opportunities. And, fortunately, there is enough time to do a thorough study. We don't know what the results will be, but we are convinced that they will be critical to meeting an aspect of highway use that is expected to double, and in some areas triple, by the year 2020.

Thank you for this opportunity to express the views of the Highway Users Federation on this important legislation.

QUESTIONS OF SENATOR ROCKEFELLER AND THE ANSWERS

Question. What definition or criteria would you apply to a component road of a national scenic byways system? Are there existing scenic byways apart from those

designated by the U.S. Forest Service? If so, what criteria exist for their designation?

Answer. It is our feeling that selection criteria should be heavily influenced by state practices and could appropriately vary among the states, within general Federal guidelines. A number of states have developed criteria for designating scenic and recreational routes but no one now knows the strengths and weaknesses of the varied approaches.

Question. What sources can you suggest as being helpful in compiling an inventory of potential components of a national scenic byways system?

Answer. Certainly the state transportation departments in those states having established scenic byways programs should be consulted. AAA has also done an extensive inventory of scenic routes for their member services and the state and local travel and tourism agencies and their private sector counterparts have developed inventories in some cases.

Question. Are there efforts underway among professional transportation and highway groups which are supportive of the immediate purposes of this bill, the completion of a comprehensive study on a national scenic byways system?

Answer. There appears to be strong support for scenic byway development from most of the organizations involved in the Transportation 2020 activity. The Transportation Alternatives Group of Transportation 2020 recently adopted the following as a basic goal of a future highway program: to "encourage development of federal lands, metropolitan and rural facilities with potential to be parkways, scenic byways or provide connecting links to recreational resources."

Question. Are there other efforts which might be undertaken by such groups when S. 432 in enacted?

Answer. The study authorized by S. 241 will provide an important input to the Transportation 2020 process and to policies developed by its constituent groups.

Question. Are you aware of what kinds of interest groups are typically brought together in state efforts to create specifically designated scenic routes? Do they include park, recreation, tourism, or economic development interests, for example?

Answer. We have not been directly involved in state scenic route designations but understand that the most effective programs have involved both state and local tourism and economic development interests. Tour information suppliers such as AAA and tour service operators can also contribute effectively.

Question. Have you given thought to what the ultimate size and scope of a national system of scenic byways might be? What would this require in terms of dollars and effort?

Answer. The criteria and state experience developed by the proposed study will give a definitive answer, but we suspect that from 1 to 1½% of existing road mileage might ultimately be designated as having scenic, historic or recreational value. Tennessee, which has a highly developed scenic road system, designates almost 3% of public road mileage as scenic. Virginia, California and Wisconsin designate about ½%. AAA designates 27,000 miles or 0.7% of U.S. road mileage. We do not have a basis for estimating costs; however, it is our concept that most situations would not call for extensive construction or reconstruction and that those that do would be funded from regular highway improvement sources.

Question. In your testimony you mention the 65 public forums you held on the needs of the motoring public. You say many people spoke on behalf of tourism. Can you elaborate on what you learned about the needs of touring motorists now and in the future?

Answer. Two factors stood out: the economic importance of tourism and the importance of communication in bringing greater use of scenic byways. Frequently the comment was "there is a beautiful alternate route just a few miles away, but no one knows about it."

Question. In your testimony, you predict that by the year 2000 the highway network will be asked to handle three trillion vehicle miles. Can we alleviate some of the burden that will be placed on major highways by encouraging the use of scenic secondary roads?

Answer. In some corridors it would be mutually advantageous to business and recreational travelers to develop a scenic route which could divert some travel from adjacent overloaded facilities. It also seems possible that in some growing suburban areas the concept of scenic "parkways" could be more acceptable to residents than other types of arterials in meeting transportation, recreation and aesthetic needs of the community in a coordinated effort.

Senator ROCKEFELLER. That last statement, I think is pretty accurate.

John.

STATEMENT OF JOHN ARCHER, MANAGING DIRECTOR OF GOVERNMENT AFFAIRS, AMERICAN AUTOMOBILE ASSOCIATION

Mr. ARCHER. Thank you, Mr. Chairman.

AAA appreciates the opportunity to testify and, as everyone has indicated earlier, we also would like to thank you very much for introducing the Scenic Byways Study Act. AAA believes that S. 432 is a very important first step toward developing and preserving our scenic roads for this and future generations.

As you indicated earlier, our citizens need the opportunity to explore and enjoy the America that often exists off the beaten path. AAA's belief in a pleasurable driving experience dates back many years. When our Association was founded in 1902, our major goal was the creation of improved highway construction, signing of roads, and general directional information.

This multi-faceted goal led to the establishment in 1905 of the Pathfinders, a group of AAA members who drove the country's roadways collecting information on road conditions, signing, mileage, and directions between cities. The Pathfinders evolved because of a growing demand for touring information from an ever-increasing army of motorists. Thus, the link between tourism and roads was established very early.

In the seventies and eighties, the national travel department was receiving an increasing amount of correspondence from members who were interested in shunpiking, shunning the turnpikes in favor of scenic roads. In response, AAA decided to designate scenic highways on all of our state maps.

Historical information gleaned from AAA members and clubs showed that motorists primarily wanted to drive through and to areas of natural beauty, so natural beauty became the first of AAA's scenic route criteria and is defined as a corridor with strikingly scenic natural features.

But our members also expressed an interest in other types of driving experiences, which led to the development of three other scenic route criteria: "quintessential scenery"—the best of the characteristic features of a state or region; "cultural interest"—architectural, historic, or economic places or activities which are culturally interesting; and "uniqueness"—usually a limited area that is unique to the region.

Recent initiatives by Federal agencies with jurisdiction over Federal lands, most notably the Forest Service, have prompted us to create a fifth criterion—"scenic byways on public lands."

The product of this scenic highway designation process is depicted on the map to my right, although not every designated road is shown because the scale of a national map this size precludes showing every road.

We think this brief history of AAA involvement with scenic roads demonstrates that scenic byways and tourism are inextricably linked. The data also make this last point. For example, approximately 80 percent of vacation travel in the U.S. continues to be by car, truck, or RV. This is particularly important to the small-

er communities, such as those in West Virginia, that often are served only by motor vehicle.

Scenic byways also have a potential to play a role in international tourism. For instance, 37 percent of foreign visitors in 1986 used a car for vacation purposes. More than 64 percent of Canadian arrivals to the U.S. that year came by auto.

If they were members of our Canadian clubs, they probably were already familiar with scenic roads. AAA also designates scenic roads on our Canadian maps.

In closing, Mr. Chairman, I want to again thank you for your pioneering work on this issue and hope our statement today will be of use to you, your subcommittee, and scenic roads generally.

Thank you.

[The statement and questions and answers follow:]

STATEMENT OF JOHN ARCHER, MANAGING DIRECTOR, GOVERNMENT AFFAIRS, AMERICAN AUTOMOBILE ASSOCIATION

Mr. Chairman, I am John Archer, managing director of Government Affairs for the 30-million-member American Automobile Association.

We very much appreciate the opportunity to testify before this Subcommittee on the relationshp between scenic roads and tourism. AAA cares about roads, cartography, and travel generally. Our Association produces more than 320 million pieces of travel-related material annually, including the AAA Atlas, 57 state, regional, special area and city maps, maps of Western Europe, Canada, South America, the Caribbean and Mexico, and a wide array of TourBooks and Triptiks.

Let me start by thanking you, Mr. Chairman, for introducing "The Scenic Byways Study Act."

AAA believes S. 432 is a very important first step toward preserving our scenic roads and corridors for this and future generations so that they may explore and enjoy the America that often exists off the beaten path.

Our interest in roads that provide a pleasurable driving experience dates back many years. In fact, when the existing individual motor clubs joined together in 1902 to found AAA, their major goal was the creation of improved and standardized highway construction, signing of roads, and general directional information.

This multifaceted goal led to the establishment in 1905 of the Pathfinders, a group of AAA members who drove the country's roadways and collected information on road conditions, signing, mileage, time, and directions between cities. The information was brought back to AAA headquarters, transformed into maps, and disseminated to members.

The Pathfinders evolved because of a growing demand for touring information from an ever increasing army of motoring enthusiasts.

Thus the link between tourists—a word coined to describe members of early multi-car traveling parties—and roads was established very early.

A leap of many decades to the 1980s found AAA still faced with member demand for touring information. Our National Travel Department was receiving an increasing amount of correspondence from members who were interested in "shunpiking"—shunning the turnpikes in favor of scenic roads.

So we decided to create a scenic highway program that would be marked on AAA state maps—once again, to provide touring information to our members.

The first problem our National Travel Department faced was the development of critieria for designating scenic roads. Historical information gleaned from AAA members and clubs on what they were interested in, showed that motorists primarily wanted to drive through and to areas of natural beauty. So "Natural Beauty" became the first of AAA's four scenic criteria and is defined as a corridor with strikingly scenic natural features—canyon, rivers, mountains, deserts, forests, mesas, and shoreline scenery.

But our members also expressed an interest in other types of "scenery", which led to the development of AAA's other three scenic route criteria:

Quintessential Scenery: best of the characteristic features or scenery of a state or region.

Cultural Beauty: architectural, historic or economic activities, farming, ranching, fishing villages.

Uniqueness: usually a limited area that is unique to the region, but differs from the general scenery.

Once those criteria were agreed upon, AAA Headquarters asked its clubs throughout the U.S. to submit roads in their jurisdiction which they considered to be scenic. Our staff of road reporters (the modern day equivalent of the Pathfinders) then drove those roads as part of their regular jobs, but also began to evaluate them as a possible addition to the new scenic highway porogram.

That system continues today: AAA members and AAA clubs submit suggestions for possible scenic roads, and the road reporters evaluate them and recommend whether they should be included. Since the first Scenic Byways conference last May, outside groups have also begun to contact the National Travel Deparment with possible scenic byway inclusions.

Moreover, recent intiatives by federal agencies with jurisdiction over federal lands—particularly the Forest Service—have prompted us to create a fifth criterion—"Scenic Byways on Public Lands."

The brief history of AAA involvement with scenic roads demonstrates, we think that scenic byways and tourism are inextricably linked. Our members who demanded a AAA program were tourists—motorists who want to see the USA in a scenic way rather than trying to travel from one point to another as quickly as possible.

Today, there are many benefits to be gained from scenic roads. For example, nearly 80 percent of vacation travel in the U.S. continues to be by car, truck, or RV. This is particularly important to many smaller cities and towns accessible only by motor vehicle.

The economic growth of many areas of the country, particularly economic growth produced by tourism, is dependent upon roads—many of which could qualify as scenic byways, thus enhancing their attraction. Directing tourists to scenic byways may leave them with a more pleasant impression of that state than would crowding them into a few high-density destinations. It might also help motorists on our crowded Interstates by reducing congestion on those roads.

Scenic byways have the potential to play a role in international tourism as well. According to 1986 statistics of the U.S. Travel and Tourism Administration (USTTA), 36 percent of overseas and 32 percent of Mexican visitors to the U.S. that year used rental cars during their stay. That made automobiles the most frequently used mode of travel after domestic air services.

Although use of rental cars for business purposes predominated, with 48 percent, 37 percent of foreign visitors in 1986 used a car for vacation purposes.

Canadian travelers also visit the U.S. mostly by auto, usually driving their own cars. In 1986, 64.2 percent of Canadian arrivals in the U.S. came by auto. If they are members of our Canadian clubs and the Canadian Automobile Association, they are probably familiar with scenic byways—AAA also designates scenic roads on our Candadian maps.

Mr. Chairman, AAA once again commends you for your pioneering work on this issue and hopes our statement today may be of use to you, your Subcommittee, and the scenic roads movement generally.

Thank you for this opportunity to testify. We would be pleased to try to answer any questions you may have.

ANSWERS TO QUESTIONS OF SENATOR ROCKEFELLER

Question. I know the AAA provides motorists with information and suggestions on scenic driving routes. In your testimony, you discuss some of the criteria you use in making these recommendations. In reviewing S. 432, can you suggest additional factors that need to be added in establishing criteria for a national scenic byways system?

Answer. When establishing criteria for designating scenic byways, AAA believes it is important that consideration also be given to roads not located in a naturally beautiful scenic corridor. Roads that traverse a corridor unique to that area, but different from the general scenery, can be designated scenic as representing an unusual driving experience.

Roads carrying tourists through what is representative of an area's particular economic activity, rural or urban, could also be a category of scenic roads.

Question. According to your testimony your criteria has evolved, based on feedback from your members. Have you detected any patterns in the preferences they express?

Answer. As our testimony notes, our members initially seem to favor areas of natural beauty. However, they also enjoy visiting areas represented by our other cate-

gories—e.g., areas that feature characteristic scenery, or historic or economic activities. In other words, AAA members enjoy seeing how a particular region of the country differs from the part of the country in which they live.

Question. How large is the inventory of scenic routes which you recommend to motorists?

Answer. AAA has designated 550 scenic byways in the U.S. or Canada, of which 497 are in the U.S. The U.S. system exceeds 26,430 miles.

Question. What sources do you use in compiling your roster? How comprehensive are these existing sources of information?

Answer. The initial sources used by AAA in compiling our list of scenic roads are the local affiliated AAA clubs and divisions. Our road reporting staff also suggests roads as do our individual AAA members. Other sources include chambers of commerce, state highway departments, tourism groups, and various special interest associations. All suggestions for scenic byway designation are investigated by the road reporting staff within their 2-year cycle for the North American continent.

Question. To what extent can AAA cooperate with the other organizations working to establish a national system?

Answer. AAA is very willing to cooperate fully with others working to establish a national system of scenic byways. AAA is a member of a scenic byways coalition and also participates in the Transportation Research Board's task force on scenic roads.

Question. Given changing demographics which show an aging population, do you expect to see more Americans preferring driving as a recreational endeavor? Do the elderly have special needs on the road?

Answer. AAA expects to see Americans over 55 driving for pleasure in the coming years. In fact, a recent document released by the Travel Industry Association of America, "Discover America 2000," projects that by the year 2000, 11 percent of the population will be 55–65 years old. Moreover, the greatest population growth between now and the year will be in the 35/45 group.

Older drivers, in particular, have special needs—a higher level of illumination when driving at night to see signs, turn-offs and larger signs with increased retroreflectivity. AAA has stressed for years the need for more and better rest stops along rural highways as an antidote to driver fatigue. This is espcially important for the growing number of elderly drivers.

Senator ROCKEFELLER. It is indeed useful, John. I thank you very, very much for that.

Holly Whyte, again, it is a great, great honor to have you here, and I look forward to your remarks.

STATEMENT OF WILLIAM HOLLY WHYTE, ON BEHALF OF SCENIC AMERICA

Mr. WHYTE. I am representing Scenic America, formerly known as the Coalition for Scenic Beauty, and also the American Planning Association, the American Society of Landscape Architects, the American Institute of Architects, the League of American Wheelmen, and 17 other environmental groups.

The common denominator is that we are enthusiastically, excitedly in support of your bill. It seems to us that S. 432 really cuts to the nub of the matter: Number one, existing rights of way, byways, not throughways, and two, really effective control and enhancement of the scenic corridor.

For most Americans the landscape is what we see from the road. What we do not see we do not experience; it does not exist for us.

That is why at this time, when so much of our roadway is homogenized and one place is beginning to look pretty much like another, a scenic roads program is even more necessary than before.

On this question of existing rights of way, there is one aspect we do not appreciate enough. Esthetically, an existing right of way is much more pleasurable than a new right of way.

The old historic roads framed the landscape. The farms face out on the road, the small towns face out on the road, so that our existing and historic rights of way are the America that we know and we appreciate so much. A new right of way tends to be rather boring. It is just a wall of green.

Which brings me to another point. I think that there is a tremendous potential in your program not only for local cooperation, but local leadership. I think particularly of the Conservation Commissions of New England, of the local land trusts that we are seeing all over the country. They have taken the initiative themselves.

In my own home county, Chester County, Pennsylvania, there is the Brandywine Conservancy. By easements they have secured one of the finest stretches of road that you will ever want to see. Bordering this lovely stream is farmland and it was secured with very little expenditure of money.

I would like also to note some of the pioneering that local and State groups have been doing. Go back 20 years ago and the rather checkered history that the scenic roads program had, one notes many thwarted initiatives. One of the problems was that there were not enough examples to say, look, they have done it here and it succeeded.

We heard at that time that easements would not work, that it was a "well-known fact," that they would cost as much as the fee simple.

Well now, a lot of water has gone under the bridge and, fortunately, thanks to these many local programs, we now know that easements do indeed work, that the cost is very, moderate when they are administered well.

A long-existing example is the Great River Road in Wisconsin. It not only is a lovely thing to drive through, it is a natural landscape. You are not aware, it is not a manicured kind of parkway, but honest to gosh farms.

The cost experience is that one guy did most of the negotiating and he was awfully good at it. Costs were moderate.

I mentioned the gift potential. In the Brandywine example that I cited, most of the easements were gifts.

Obviously, the easement is only one of many devices. These tools should work in concert with each other, good zoning and so forth. Selective cutting is an example. A big problem is the reversion of farmland to second growth, and a duller sort of landscape you will never want to see. It is a wall of shrubbery, of green.

And it is a very sad thing. There are New England landscapes which not so long ago looked like picture postcard views, with white steeples and meadows and hills. Many of these views you do not see any more. They are choked off by the second growth. There is a great opportunity for working with farmers and local groups on the recapture of their lost landscapes.

In closing let me say again how exciting the opportunities are that your scenic roads initiative opens up. We are truly excited by it.

[The statement follows:]

Coalition for Scenic Beauty

Testimony of

SCENIC AMERICA
(formerly Coalition for Scenic Beauty)

Presented by
WILLIAM H. WHYTE

April 14, 1989

SENATE SUBCOMMITTEE ON FOREIGN COMMENCE AND TOURISM
SENATE COMMERCE, SCIENCE AND TRANSPORTATION COMMITTEE

Mr. Chairman, good morning. My name is William H. Whyte and I am here representing Scenic America -- formerly known as the Coalition for Scenic Beauty. My views represent those of the American Planning Association, the American Society of Landscape Architects, the American Institute of Architects, the League of American Wheelmen, and a coalition of 17 other environmental and public interest groups supporting S. 432 -- the Scenic Byways Study Act of 1989.

As a member of President Johnson's Task Force on Natural Beauty, an organizer of the White House Conference on Natural Beauty, Chairman of Governor Nelson Rockefeller's New York Conference on Natural Beauty, and a long-time advocate of scenic roadway protection, it gives me great pleasure to testify in support of S. 432.

In 1987 the President's Commission on Americans Outdoors

216 Seventh Street, S.E., Washington, D.C. 20003 (202) 546-1100

called for establishing and protecting a network of existing roads passing through areas of scenic, cultural, and historic significance throughout the nation. This commission report was one of many that have recommended the development of a national scenic highways program. Indeed, the idea of such a program has been discussed for decades and supported by every President since Harry Truman. However, Senators Rockefeller and Moynihan are the first to move forward with legislation directly addressing these concerns. Future generations will applaud their foresight and I, along with the groups I represent today, am enormously encouraged by your efforts.

Without question, enactment of S. 432 will become the first critical step taken towards developing a strong coast-to-coast network of protected scenic highways -- scenic highways which will attract tourists and a whole new generation of travelers desiring to experience all those unique qualities which define a particular locality or region.

It is this critical link between tourism and scenic and cultural resource protection which I wish to emphasize today. Clearly, the goals of economic development and scenic resource protection are compatible and these goals must be pursued simultaneously if future scenic highway programs are to live up to their potential.

In order to fully understand the importance of linking tourism with scenic and cultural resource protection, it is helpful to explore the forces driving today's tourists.

Increasingly, travelers in America are interested in experiencing a way of life of a region or of a city. As such, "seeing the sites" now means more than visiting an isolated museum or hiking the solitary trail. Travelers are increasingly interested in experiencing the entire culture of a region. A national network of scenic highways could become the focal point of such "cultural tourism." There are many great destinations left in America but few great journeys. Scenic America believes that a national network of scenic highways will provide the opportunity to make the traveler's journey as exciting and interesting as the traveler's destination.

Today's tourists continue to be drawn by the opportunity to experience something and someplace different from their everyday experience. In an era of commercialized landscapes, nationally franchised gas stations and restaurants, and the proliferation of look-alike strip developments, many places in America are beginning to look exactly like every other place. Yet, study after study has shown that Americans in general and tourists in particular respond to the contrast and unique sense of place that historic sites create and natural and scenic vistas provide. A National Travel Survey by the U.S. Census found that scenic areas and historic sites rank among the top tourism draws.

As such, it is critical that the development of any scenic highway program include criteria which differentiates designated scenic highways from all the other roadways found in America. Because tourism is the second largest retailing industry in the

United States, it is vitally important to the economic health of scenic byway communities that the development of a national network of scenic highways be accomplished in a manner which will attract tourists today -- and keep them coming back tomorrow. Protection of the scenic and cultural resources found along the scenic roadway corridor will do just that.

For years, Oregon, Vermont and other states have demonstrated the tourism benefits associated with the protection of scenic and cultural resources. Both states identify tourism as their number one industry and both states have enacted tough standards to protect the scenery which make their scenic highways special and keep the tourists coming back.

As early as 1913, Oregon's state highway commission authorized the construction of scenic highways which would complement adjacent beauty. Beginning in the 1950's and continuing into the 1960's, Oregon used Federal assistance to help strengthen its scenic road efforts by controlling outdoor advertising and acquiring scenic easements along State highways.

Vermont's concern for preserving roadside beauty was clear as far back as 1937. The Vermont Scenic Road Law of 1977 contains a specific mandate "to preserve through planning the scenic quality of [Vermont's] rural landscape." In an effort to further define its unique sense of place, Vermont encourages tourism by providing standard motorist information signage. Such alternatives help everyone. Small, local restaurants and inns benefit from getting their message across on an equal basis

with the large, national food and hotel chains. Tourists benefit from receiving directions on a scale that is readable and clear. And, local residents retain control over their physical surroundings.

The benefits of a well designed national scenic highways program go far beyond the attraction of new tourism revenue. In addition to framing and enhancing the scenic roadways, protection of scenic and recreational areas extending out beyond the highway right-of-way should provide a host of environmental benefits. For example, the protection of streams, lakes, wetlands, unusual geological formations, and outstanding mountains located within the scenic corridor could preserve important wildlife migration routes while still providing exciting recreational opportunities for travelers.

Secretary of Transportation Samuel K. Skinner recognized the natural resource benefits associated with scenic highways programs when he told senators in his confirmation testimony that "The criteria used for [scenic byway] designation must assure that natural resources and scenic vistas will be preserved." While a national scenic byways program might develop scenic overlooks, pull-offs or similar limited improvements, it is important that any roadway enhancements be carried out in a manner that maintains the scenic resource and respects the environment.

Today's sophisticated tourists respond to such protection, and quite frankly expect it when they visit designated scenic

locations. If irreplaceable natural, scenic, historic and recreational resources are degraded or lost, the tourists originally drawn to these resources will go elsewhere. The bottom line is scenic roads must be scenic, as determined by any common sense standard.

I also wish to stress that any national scenic byways program should seek to identify and protect existing examples of our scenic roadway heritage. Any funds which may be available under a future national scenic byway program should only rarely be used to develop new roadways or modify roads to meet scenic standards. For those cases where safety features might normally necessitate roadway redesign, the Secretary should consider safety features which do not change the nature of the scenic roadway. For example, slower speed limits can be imposed, rather than straightening curves.

Without question, a national scenic highways system which emphasizes simple designations, conservation easements, appropriate signage, screening, community pride and tourism will enjoy wide popularity.

When considering the adoption of a national scenic byways program, public officials must understand that effective tourism development requires more than public relations and mere marketing. It often requires development of traveler services. But, development compatible with scenic byway objectives requires coordination and planning. We strongly encourage any national scenic byways program to include planning assistance to local

communities located along the route. Often communities which will benefit the most from tourism revenue are the very communities least able to afford the planning necessary to maintain their scenic, historic and cultural resources.

Can we do both? Can we be successful in generating tourism along designated scenic routes and protect those routes from scenic resource deterioration? We know the answer is yes and the means are apparent to many communities which have already forged ahead with local scenic highway efforts. In those instances, scenic highway designation has meant the development of selection criteria and standards which include:

- o examples of the area's historic, pastoral and natural heritage;
- o scenic views from either side of the designated highway;
- o the presence of accessible recreation facilities and opportunities -- trails, parks, bikeways, picnic sites and boat ramps;
- o signs of minimum size to inform travelers about the area's recreational and natural attractions, services and history;
- o minimal visual blight.

The successful development of a national network of scenic byways must be predicated upon such criteria.

We believe that one of the primary strengths of the bill being considered today is the requirement that the Secretary of Transportation develop recommended techniques for maintaining and protecting the scenic, and historic qualities associated with each byway. As the author of one of the first ever publications on conservation easements, I wish to emphasize that scenic conservation easements are eminently workable and have been successfully used in conserving the natural landscape of

Wisconsin's Great River Road, the Blue Ridge Parkway and other scenic corridors.

In closing, let me again state our strong support for the Scenic Byways Study Act of 1989. A national network of protected scenic highways is long overdue. The economic and environmental benefits to communities located along designated scenic routes are exciting and the prospects for wide public support are great. We congratulate the Chairman for his leadership.

Senator ROCKEFELLER. Thank you very much, sir.

Senator Burns.

Senator BURNS. Just a couple of questions. I appreciate the comments by Mr. Lamm and I can sympathize with him. It seems like around here any time you deal with legislation like this there has to be some cost involved and this type of thing.

I would direct, I guess, this question to Mr. Crandall and also Mr. Whyte, and I appreciate your comments on going to the local organizations on a cooperative basis without any expenditure from the Federal treasury. Mr. Crandall, what does your organization do? It seems like we get a lot of groups around here that come around and want money and have all these great ideas, and then we have to scratch around and try to find money to fund it.

I am wondering whether your organization in particular has ever thought about, with the resources that you have and the people involved, putting together an idea and just going off on your own in the private sector, without any legislation to get this done?

Mr. CRANDALL. Well, Senator Burns, I appreciate your question and perhaps I could just address it in two different ways.

Number one, I think the private sector does clearly have an opportunity and an obligation to get to work. And whether it is, as Mr. Whyte pointed out, working through trusts and looking at opportunities to protect the resource base, or whether it is through tourism organizations, I think there is much that can be done.

However, I would like to be sure to draw your attention to the fact that drivers who are using their cars or RV's or motorcycles for recreational purposes driving on our highways are contributing nine cents per gallon in federal gas tax, just as those who are using the roads to commute to work.

So in fact, the recreational drivers of this country, whether they are on Forest Service roads or BLM roads or state highways or county highways, are contributing to the Federal highway trust fund and to the state highway trust fund.

We believe that a scenic byway program should be an integral part of the nation's overall surface transportation strategy, which is why we suggest that Senator Rockefeller's approach is so appropriate, to look at it as a component of the 1991 long-range highway transportation action plan.

Senator BURNS. Would you like to respond to that, Mr. Lamm?

Mr. LAMM. If I could, Senator Burns, Mr. Chairman, I would just take your question and respond that the whole concept of Transportation 2020, which is a bottoms-up approach from the private sector and local and state people to the Congress, giving you our early ideas on what the long-term Federal responsibility for surface transportation should be, is exactly an example of a case where no Federal funds have been involved.

We have worked for very nearly two years now. You have copies of this report, which is called "Beyond Gridlock." The section that deals with recreational travel is pages 50 and 51 of this report.

But in general, I think right now we have a very good example of more than 100 national organizations volunteering their own funds and their own leadership in order to present something to the Congress, that in turn we believe the chairman's bill responds to, at least in part.

Mr. ARCHER. Senator Burns, if I could comment on that, AAA since 1983 has created an entire scenic roads program ourselves. We communicate directly to 30 million members. We deliver over 300 million pieces of travel information each year. That is a considerable investment.

Despite that, we still think there is a role for the Federal government. We still think that role is very essential. For instance, we mark the roads, but in many areas the states do not mark the same roads with signs. Signing is an obvious step and should be done.

AAA promotes scenic roads, especially with our members. We have a very large membership, one of the largest in the world. That membership is 30 million people, but it is not 240 million.

AAA believes scenic roads should be promoted nationwide. This is a unique opportunity and one that is very compatible with private enterprise. I think the Federal government certainly has a role.

Mr. WHYTE. I mentioned a couple of incidents where not much money was spent. I would not mean that to say that I hope there is no money. I hope there will be a lot of money behind the program.

Senator BURNS. We do, too. We just do not know where to find it yet.

Mr. WHYTE. There is a big gift potential, but in certain areas you have got to pay money for easements, and they are very well worth that money that is spent. One would hope that a fair amount will be available.

Senator ROCKEFELLER. Can I follow up, Senator Burns, just for a moment?

Senator BURNS. You may, you may.

Senator ROCKEFELLER. Holly, you know, it is just going to be incredible. After the year 1993 all of the interstates will not have been completed in terms of construction, but there will be no more money that will be needed to be appropriated for the completion of that construction.

Now, I just see an avalanche of competition for the $3 billion-plus per year, which is only a part, obviously, of the $13 or $14 billion per year that the highway trust fund takes in, that will be opened up.

I know in my own case I am looking very strongly in terms of the completion of the Appalachian corridor system, which is at a cost of $1.7 billion in West Virginia over a period of eleven years. That is, with that amount divided over eleven years, we could finish our corridor system, and that is something that I am taking dead aim on.

So here is one example of somebody who is planning and standing back.

Scenic byways—I mean, you have been through so many different presidential, state commissions, and you have commented on this in your testimony. You said that actually this is the first time that somebody has presented a bill about scenic byways and yet it has been discussed for years.

Now, I would like to sort of get you to say what you think will happen. Scenic byways in a setting like this is just a wonderful, wonderful thing for America, for America's soul, for the people having their lives enriched by, as you say, living land.

But there is going to come a time when the competition for the dollars, the maintenance of the interstate highway system, all the bridges—60 percent of the bridges in West Virginia were built over 50 years ago.

You have done a lot, a tremendous amount of urban work in your life, space considerations in urban work. The tremendous competition for our infrastructure.

The Japanese are building bridges between all of their islands and they are probably going to distribute their capital throughout the land. They are going to spend trillions of dollars on infrastructure, a lot of which will be roadways, in the next 11 or 12 years.

Make the case for me why scenic byways, to the extent that they will cost and money will be available and there will also be great competition for that money for important public purposes, why it is that scenic byways ought to have a part of that financial action?

Mr. WHYTE. Two thoughts. One, so much has happened in the past 10 or 20 years that did not happen before. I mention again the local land trusts. They are a fairly new phenomenon. So you have got this whole hierarchy of local groups getting more and more effective.

But secondly, I think your program is going to be a whale of a popular success. To repeat: the landscape is what we see from the road. This is a program that is highly leveraged. The dollars are going to get an awful lot of immediate experience and the people are going to enjoy it tremendously—not just the long trip in the summer but also in people's home areas.

I think your timing is absolutely right.

You have got a host of these local groups that will be eager to support this legislation.

It is a real winner. I think it is a real winner.

Senator ROCKEFELLER. I agree it is a winner, but I am looking at the competition for that dollar. Others of you?

Mr. ARCHER. Could I comment, Senator? As you know, tourism makes money for the country. When we spend a dollar on tourism, typically we get $18 back.

As I mentioned in my testimony, when people arrive at airports they do not stay at airports. Very often they rent cars. If there is a

scenic road available, they can use it to take a day-or-two pleasure trip—typically a casual thing after their business meetings are over.

If that opportunity exists, that translates into income for American communities. So you will get money back from a scenic roads program. We think developing a scenic roads program is right, even without considering economics. We think having a scenic roads program is right for America. But just viewed from on a cynical economic perspective, there is a financial gain to be realized from international tourism, and scenic roads can be a part of that tourism.

Mr. LAMM. May I just go on to say, too, Mr. Chairman, that if you just look at the panel and the organizations represented in the group here and the many, many millions of American citizens that we respond to, and if you look again at more than 100 national organizations that have begun thinking about the post-interstate surface transportation program for the United States, it is clear to me that the entire scenic and recreational highway demand has a very real part in this post-interstate program.

And you are going to find support from organizations that have not traditionally been heard from in this field.

Senator ROCKEFELLER. And you think that those organizations, environmental, user, recreational, et cetera, will, aggregated together, have the political will as well as the political clout, so to speak, to make sure that in the 1991 highway bill that there will be money set aside for this purpose?

Mr. LAMM. I feel certain there will be some kind of treatment. Now, money set aside is an issue that I do not think your bill has responded to.

Senator ROCKEFELLER. That is correct.

Mr. LAMM. And we are not prepared to make a recommendation on that.

Senator ROCKEFELLER. Well, I will not say set aside, but a scenic highways program will result from it.

Mr. LAMM. I feel certain that everyone who is involved in the process would agree with that.

Senator ROCKEFELLER. And you all, would commit to help on that? I mean, I really see a bloody battle, regions of the country lining up to build the bridges and the highway systems that they have always wanted, and here suddenly is a new bill, a new opportunity.

Derrick?

Mr. CRANDALL. Two comments, Senator. First, I do not think it will happen without a lot of hard work on a lot of people's parts. I think what Transportation 2020 did, I think what Americans Outdoors did, it provides us with a model.

We need to go out there and reach the grassroots. Certainly Jim Oberstar is committed to doing that. He is talking about regional or state meetings, where the local chambers of commerce and the local RV interests and the tourism people and the conservation groups are all brought together and told about their great opportunity to invest some energies into building vision and into encouraging action at the local level.

So number one, I think we do have to commit, as you have just suggested, to a very aggressive campaign to organize the support for this.

Secondly and just as importantly, I think we have to understand that scenic byways can be a partial solution to some of the other needs of this nation in terms of transportation.

Your Coalways concept or the Appalachian corridor concept, for example: there is no reason that part or all of that could not be incorporated under a scenic byway program. Certainly the raw material is there in terms of the diversity of the real estate.

We think that there is even a potential to help with our urban gridlock problem, because, after all, people would much rather have a nice parkway in their backyard than a six-lane interstate. And we would simply suggest that perhaps the scenic byway program might even have some urban implications.

Senator ROCKEFELLER. I interrupted Senator Burns.

Senator BURNS. Let us come back to the real world for a minute. How can we keep these roads scenic once they become popular? Will we be subject to overdevelopment?

What should the terms of preservation and protection be? When should those terms apply? Would you respond to that? In other words, how can we keep things preserved when all of a sudden traffic picks up?

Mr. CRANDALL. Senator, I think that is a very important issue. We know at this point the primary tool that can be used to control that is local land use planning, zoning. Whether those processes in themselves are adequate, whether the resources are there in some of the rural part of the country, we are not sure.

But we think we have a natural constituency. For example, the private property owner who is along that corridor can be persuaded it is in his best economic long-term interest to try to protect the integrity of that corridor.

By investing in a motel or by investing in some other kind of an attraction along that corridor, he is making a financial investment that he needs to protect. And if we can persuade him that it is to his best advantage to make sure that the raw ingredient that attracts people there is not diminished by his own actions and those of his adjacent landowners, I think we have a very powerful local constituency.

So I guess I would say that we see the protection as having to come from the bottom up. We are concerned about any kind of explicit Federal guidelines at this point that might cause the same kind of reaction that Senator Rockefeller mentioned about scenic river designation.

Mr. LAMM. In connection with Transportation 2020, we are looking at this and what you isolated is a part of an issue that we are looking at. And that is, how do you protect the level of service and any transportation improvements that you carry out in this long-term program?

The key is to combine the land use and the transportation planning decision early enough so that one does not jump all over the other. That in practice has been going on for very nearly 20 years now in urban areas.

And those of us who are working in the post-interstate program have already identified a real need to extend that process to the rural areas as well, not with a Federal plan. There is no Federal signature on the urban plans right now. It is a planning process that is required to be carried out by transportation planners and land use planners.

I think what we really have to have is a process where, through some expanded, better use of the transportation planning process, we know when we start an improvement of any kind, that it will still be serving traffic 20 years from now in the way that it was designed to do.

Mr. ARCHER. I think Les gave a very good answer to a very hard question. I would only add that in the real world this may be resolved by local people.

One of the attributes of this movement, as Derrick Crandall earlier mentioned, is that it is an up-from-the-bottom movement. The answers that are arrived at to development questions in Montana may be very different from the ones in West Virginia. The answers may also be different in New York; and that is probably a good thing.

Senator BURNS. I would yield the balance of my time. Though I may have another question, if I can reserve some time.

Senator ROCKEFELLER. You can have all the time that you want.

Holly, let me ask this to you, but let me ask it to all of you. Again, I am just fascinated. When I first learned that walking was the first form of recreation, the most important form of recreation, I was surprised. When I heard that driving was the second most popular form of recreation in this country, frankly, I was also surprised.

Why? What is it that has happened, particularly with respect to recreational driving, to the American soul, so to speak, that makes this so popular? What are the psychological forces at work? What are the yearnings that are at work?

And does it, for example, affect—somebody mentioned that in a few years the average driver will be over 55 years old. Is there something that is affecting the younger people, the 25 year olds, the 35 year olds, as well as others?

What is it that pulls people out? I mean, this is a country—to the rural areas, to see things that restore their confidence in America or whatever it is? I mean, everything that we read about is that people do not have enough time to do anything any more, that they are collapsed in front of their television sets, that when they are reacting to their stress, you know, that they do not necessarily climb into a car and say, let us go refresh our souls and tap our roots again and be restored?

I mean, this is obviously happening, because it is the fact. How do you describe it, and what developments——

Mr. WHYTE. I think it is something very deep. I think to a degree it is a yearning, it is a yearning for an America that perhaps we never quite knew, somewhat idealized in a way.

If I may just talk of my own home area, our idea of heaven is a landscape, a rather rolling green landscape with a lot of barns and silos, which unhappily we are not seeing as many of those as we used to. But it is a wonderfully satisfying thing, I think, to us.

Every state and every place has its own sort of thing. But I think the common denominator there is it is a manmade landscape. That is curious. The thing that is most popular is, really it is a sort of a manmade landscape in a way, or the juxtaposition of it.

But enormously satisfying, and I do not think people rationalize this. I mean, they cannot give all the reasons. But certainly it is not a generational thing, where it is only one generation and not the new generation. If anything, they seem to be stronger in this respect. It is a very deep thing.

I think that is another reason why your program is going to tap a tremendous groundswell of support.

Senator ROCKEFELLER. Gentlemen, comments?

Mr. CRANDALL. I would just make a comment, that we looked into that through the President's Commission and one thing that we found very curious is that the country, this wonderful land we live in, has shaped Americans so much over the last 400 years.

We find that the beauty of our land is reflected in our literature, in our song, in our art forms. There is something about that greatness, the diversity, the natural richness of this country, that inspires all of us. We are increasingly becoming urban animals, as 80 percent of us today already live in urban areas, and the percentage is increasing, but even more importantly Americans now are being raised and live their entire lives in urban areas. That is new.

Twenty years ago, many Americans were raised in more rural areas and came to the cities. Now we are raising a large majority of our people in the cities.

I think release is even more important, to be in touch with the land, to be able to get some relief from the concrete, from the crowding conditions that we are so often subjected to in our day to day lives.

So I think what Holly Whyte said before about this is the time, there is no better time to start moving on scenic byways and recognize the importance of these corridors for our souls, as well as our physical health, is so right.

Mr. ARCHER. I have an observation. First of all, I think the phenomenon is very real. When I first started work at AAA it had 12 million members. It now has 30 million members. I am not that old!

The other thing I would say is that while it is an across-the-board phenomenon, I think demographics also has had an impact. As people get older—and our membership is getting older—they tend to look for slower, more pleasant pleasant roads, in part because they do not want to drive that fast. But the biggest reason is that many of them are now retired and are still very mobile, and have the time to take to look at America more closely. I think this desire to see America is coming through from our membership, too.

Mr. WHYTE. I would just like to add to a point that was made here a little while ago, and that is that there might be quite a large potential for scenic byways within urban areas.

And in that respect I think there is very good news. The IRS has broadened its regulations so that and conservation and scenic easements now can be urban easements. This opens the door to many imaginative possibilities.

Senator ROCKEFELLER. Holly, describe some examples of that potential for scenic travel within the city?

Mr. WHYTE. Within the city you could not get a charitable deduction for an easement unless it was for a landmark of architectural and/or historic significance. Some of us felt that much broader easements should be sought. The city is part of the American landscape also.

And to our great surprise, IRS was very amenable to this, and the regulations now say you can in effect apply easements to such things as the entrance to town; to securing the sunlight on parks and open spaces, to protecting a row of not particularly good looking houses, but which frame a view.

These urban situations now can qualify for gifts of easements, which was not true before.

Senator ROCKEFELLER. Is there income difference between who uses or is attracted to scenic byways? Is there any relationship to family income and usage in your judgment?

Mr. WHYTE. I do not know the answer to that, I am sorry to say. I really do not.

Mr. LAMM. My own impression, and it is an impression, is that it has to be an across the board. You have a microcosm of the entire American public, because there are just so many people that are in this recreational travel. If you are talking about 80 percent of all tourists getting there by road, you are talking just about——

Senator ROCKEFELLER. Everybody.

Mr. LAMM [continuing]. Top to bottom, everybody in the U.S.

Senator ROCKEFELLER. You are right.

And gentlemen, I thank you very, very much for your helpful, enthusiastic responses.

Senator BURNS. Could I ask just one question? I know we all go out from our homes, and I appreciate the statement that was made, that we are a lot more urban nation now than we were. Most of us are now two and three generations away from the farm. I am the first generation of my family off the farm.

But we have people coming down to our ranch country, and I just want to reiterate the story of a person that just got madder than thunder driving from Red Lodge to Cook City, and this rancher was moving 3,000 head of sheep and he had the road full, okay.

To him that was a trail to grass. To this person, he held up a lot of people and they got very upset about that. And so that is why I asked the question, do we get into, do we go to the point of infringing on some ways of people making a living? You know, that old sheepherder, he was going to move those sheep, it did not make any difference and he did not care if he held up the whole world, you know.

But we have those sort of conflicts that we have to deal with. One tourist asked, he said: Boy, is that not a beautiful scene down there, a hay field and all those bales? I said: Yes, it is a nice scene; you look at it from a beauty standpoint; I have got to put them up, I have got to pick them up.

So we all have different perspectives of, I guess, feeding our soul. And so whenever we talk about these things there are going to be certain conflicts out there.

I have a question, Mr. Archer. Mr. Archer, and I again go back to why we do not spend enough money attracting our foreign tourists. Does your organization do anything in foreign magazines about travel in the United States?

Mr. ARCHER. Basically, the answer is no. The qualification to that answer is that we are affiliated with a number of motor clubs worldwide. I do not know the exact number, but it is literally dozens. We share a great deal of travel information with these foreign clubs.

It is up to them however, whether or not they use that information, as it is up to AAA to decide us if we use the information they provide to us.

Senator BURNS. Good.

I want to thank all four of you. It has been very educational to me, and we want to thank you for your time.

Thank you very much, Mr. Chairman.

Senator ROCKEFELLER. Thank you, gentlemen.

Our final panel will be: Mr. J. Jackson Walter, who is President of the National Trust for Historic Preservation; Mr. O.L. Moore—I call him Leff—who is with the West Virginia Recreational Vehicles Association; and Mr. Steve Richer, Director of the Nevada Commission on Tourism.

Leff, since you are a West Virginian you get to start off.

STATEMENT OF O.L. MOORE, EXECUTIVE DIRECTOR, WEST VIRGINIA MANUFACTURED HOUSING ASSOCIATION AND WEST VIRGINIA RECREATIONAL VEHICLES ASSOCIATION

Mr. MOORE. What a privilege, Mr. Chairman. I am happy to be here as the Executive Director of the West Virginia Manufactured Housing Association and the West Virginia Recreational Vehicles Association. I want to thank you for the opportunity to represent the Associations' views concerning the importance of scenic byways to national tourism.

The West Virginia Recreational RV Association is a trade association representing about 190 recreational vehicle dealers, manufacturers, suppliers, campground owners, and lending institutions throughout our state. The term "RV" includes a wide variety of vehicles used for touring and other recreational purposes, including motor homes, van conversions, trailers, fold-down camping trailers, and truck campers.

Obviously, the economic wellbeing of our Association members and the entire recreational vehicle industry is closely linked to the availability of a national network of Federal, state and local roads that is able to meet the needs of purchasers and renters of our vehicles. Consequently, we are vitally interested in fostering tourism by identifying, preserving, and improving scenic byways throughout the United States.

The travel and tourism industry is the nation's second largest private employer. In 1988 it directly employed nearly 5.5 million people, had a payroll of over $69 billion, and contributed $313 billion to the national economy. It also contributed over $21 billion in Federal tax revenue and $13 billion in state and local tax revenues.

The travel and tourism industry is also the third largest employer in West Virginia, Mr. Chairman. In 1987 it contributed more than $1.4 billion and a much-needed 29,400 jobs to the state economy, and $70 million in state and local tax revenues.

In addition to maintaining and improving the interstate highway system, more attention and resources should be given to improving secondary and rural roads that will provide quality scenic touring and sightseeing opportunities. These roads should be identified and maintained in the same attentive to quality and safety way the interstate system has to be, and should be enhanced with appropriate facilities, such as services, with wide shoulders, passing lanes, pull-out areas where large vehicles may pull over and allow other vehicles to pass, picnic areas, rest stops, and adequate traffic and visitor and information signing.

S. 432, the Scenic Byways Study Act, under your leadership and it companion bill in the House will initiate a national scenic byways study program. The legislation has great benefit to our industry.

In cooperation with departments and agencies the economic benefits to tourism will be clearly identified as a result of your efforts in this bill, and we heartily endorse the legislation and urge its prompt enactment.

From the perspective of a West Virginian, Mr. Chairman, I would like to share with you the perspective as a West Virginia traveler, myself, from one in West Virginia who is interested in economic development, and also from the perspective of one who works within the recreational vehicle industry.

As a West Virginian, I feel I take certain pride in the fact that I truly believe that God smiled specially on our mountain state when he endowed us with certain streams and vistas that are unparalleled, particularly in the eastern part of the country. As a result, we have great potential for recreational and tourism development in West Virginia.

From a West Virginian traveler's perspective, under the leadership of you, Mr. Chairman, during your time as Governor, we have virtually completed our interstate system and have targeted, again under your leadership, the completion of the Appalachian corridor system.

But as you well know, our secondary and primary state highways, which in many cases have not been well developed since the era of the thirties as a result of the emphasis on the development of that interstate necessary artery system, need assistance in being able to meet their potential for tourism.

As a West Virginia official who is interested in the perspective of the traveling public, what we find in doing surveys with those thousands, tens of thousands, hundreds of thousands who travel through our state on the highway system, the West Virginia Turnpike, Interstate 79, and other major arteries traveling through West Virginia, we find that just off the interchange, just around the curve, is an opportunity that we wish to share with all Americans, and in many cases it is bypassed as being unknown and undiscovered.

We find that there is a tremendous opportunity, a tremendous benefit for economic development opportunity in the development

of scenic byways in West Virginia. The West Virginia travel and tourism, state and local governments, all who appreciate our beauty and recognize its development potential, and especially those West Virginia industries like the recreational vehicle industry, fully understand the great importance of the Scenic Byways Study Act.

We urge Congress to enact this important legislation as soon as possible. West Virginia has lots to share with the world and the development of the scenic byway road system will certainly enhance our effort.

Senator ROCKEFELLER. Leff, thank you very much.

Mr. Walter, may I call on you next, sir.

STATEMENT OF J. JACKSON WALTER, PRESIDENT, NATIONAL TRUST FOR HISTORIC PRESERVATION

Mr. WALTER. Thank you very much, sir. For the record, I am Jack Walter, President of the National Trust for Historic Preservation; we have submitted a statement for the record.

I appear here today to support S. 432, the Scenic Byways Study Act. This is the National Trust's first appearance before the committee. We hope that our work on heritage tourism leads to some regular collaboration.

As the chairman knows, our mid-Atlantic advisors met last weekend in Wheeling, and it was a really snowy Wheeling, to discuss heritage education and heritage tourism. We had several trustees there, including your old friend Henry Jordan.

I am very pleased to note the basic preservation ethic which is endorsed in this bill's statement of policy, where it says that: "It shall be the policy of the United States to identify, designate, protect, and enhance for the benefit and enjoyment of present and future generations certain highways and roads which, with their immediate environments, possess unusually scenic, recreational, historic, cultural, or other similar values." That is the ethic that led the Congress to create the National Trust 40 years ago this year.

This bill looks to improve access to a good deal of America, including historic sites, then to protect those sites. I would like to pick up on what you said earlier, Mr. Chairman, about the interpretation of those sites.

It seems to me a splendid, but perhaps marginal, aspect of the legislation that we have an opportunity not only to erect interpretive signs, but to go way beyond that in terms of bringing to the attention of the traveling public what it is that they are seeing and why it is the way it is.

That interpretion is of course something that we in the historic preservation business do a good deal of, so we look forward to working with you and with the Department in thinking through some of those things over the years.

[The statement and questions and answers follow:]

National Trust for Historic Preservation

Testimony of

J. Jackson Walter
President, National Trust for Historic Preservation

in support of S. 432

before the

Subcommittee on Foreign Commerce and Tourism
Committee on Commerce, Science and Transportation
United States Senate

April 14, 1989

Mr. Chairman, on behalf of the trustees and more than 225,000 members of the National Trust for Historic Preservation, it is my pleasure to come before you today in support of the Scenic Byways Study Act, S. 432. This legislation represents a significant step toward improving the nation's ability to encourage tourism to scenic and historic areas through the development of a "nationwide, long-range plan for the identification, designation, promotion, protection and enhancement of scenic and historic roads."

Heritage tourism is not only economically significant to small communities but also a valuable educational tool at a time when the low level of knowledge about our own history has become a national crisis. The establishment of the comprehensive scenic byways program that is anticipated by this legislation will help educate the public about American history as well as help local communities develop the means to restore and protect their historic resources.

Why this legislation is needed

In 1989, the United States finds itself at a critical cultural crossroad. On the one hand, our citizens are in danger of losing touch with the meaning and significance inherent in our history and multiplicity of cultures. As documented in American Memory, a recent study by National Endowment for the Humanities Chairman Lynne V. Cheney, the appreciation and understanding of our national identity and many cultures has reached a low ebb: 80 percent of our colleges do not require a course in American history; over two-thirds of our 17 year olds cannot place the Civil War in the correct half-century.

1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 673-4000

At the same time, visiting historic sites ranks at our near the top of every state's survey of its visitors. Other research from the tourism industry shows that walking, biking and driving through areas rich in scenic, cultural and historic resources is a growing pastime for domestic travelers. Short vacations of three days or less now make up 73 percent of all domestic pleasure travel. In addition, as the population ages, heritage tourism is expected to increase along with the number of short vacations involving long weekends, the number of "mini-vacations" added to business travel, the amount of travel by couples without children, and, conversely, trips by young working parents using travel as means to educate their children and create from limited vacation time high quality experiences for the whole family.

These two trends -- the need for more successful history education and the increase in heritage tourism -- create a need for more and better managed scenic byways. This legislation has been crafted to address these requirements. Specifically, because there is no federal program integrating all of the existing scenic roadways, the survey described by this bill is vitally important. In addition, the bill is especially valuable because it recognizes the need for the establishment of standards for both designation and management, and protection of the scenic, cultural and historic aspects of byways as well as development of the byways as aspects of local tourism programs.

Heritage tourism

Over the past year, the National Trust, the congressionally chartered national nonprofit dedicated to leading the historic preservation movement in the private sector, has devoted considerable energy to examining the potential for tourism in our nation's communities through our four year heritage tourism initiative. We have done this by monitoring the technical assistance needs in the field, by holding regional forums and by developing a strategic plan for our greater involvement in this area. Scheduled for the near future are training workshops that will devote a section to scenic byways and technical assistance demonstration programs. In addition, heritage tourism is the theme of next year's annual preservation conference and national preservation week.

Our work in this field so far has confirming other evidence that, increasingly, Americans travel to experience firsthand the proud history of our nation and to sample its cultural variety. They seek out not only well-known landmarks and historic sites but also revitalized commercial districts, neighborhoods and waterfronts that invite strolling, shopping and dining. They enjoy touring the countryside to savor the pace and hospitality of small town America.

Scenic byways and heritage corridors are an excellent way to do this. For the traveler, they connote attractive, alternative routes and provide interpretive information about the natural and historic resources of the region through which they pass. For communities along their length, these corridors can provide and "organizing principle" to protect those important resources and coordinate tourism development.

Scenic byways can play a central role in heritage tourism. This bill, which lays out a study of the byways and directs the development of a national scenic byways program, will have a significant effect on the future of our citizens' ability to explore the historic aspects of our country. Because the study lays the foundation for the creation of a comprehensive program and clarifies the importance of the historic values of highways, historic routes and the cultural resources along their path, the long range benefits of this bill on the preservation of historic and cultural aspects of scenic byways are profound.

The National Trust

Of all the groups before you today, the National Trust is probably the only one working on both aspects of this bill: tourism development and protection of resources. These objectives advance our congressional charter to educate the public about history and to preserve historic sites for future generations. To my mind, these are not conflicting efforts but complementary ones.

Established forty years ago this year, the National Trust owns and manages 17 historic house museums across the nation, gives the technical assistance grants and high risk loans that make possible the rehabilitation of historic properties, and publishes a wide variety of educational materials on the whys, wherefores and how-to's of historic preservation.

We are also home to the National Main Street Center, which contracts with states nationwide to plan and implement a locally controlled approach to small town downtown revitalization that builds economic development on community assets such as historic buildings and traditional skills. Through our Main Street program, we have learned that tourism can be a means for communities to rehabilitate and creatively reuse historic structures. In addition, through our rural program, we are faced with the challenge of helping communities with changing economies realize growth without sacrificing the touchstones of history and regional culture that connect the accomplishments of the past with the hope of the future. In many cases, though by no means all, this can be accomplished by establishing appropriate tourism programs.

The National Trust has developed individual strategies to protect byways adjacent to our historic properties, such as the

Ashley River Road easement program near Drayton Hall in Charleston, South Carolina. The National Trust also has worked with local conservation groups, local governments and transportation officials to ensure the protection of the historic characteristics of roads near Montpelier, the lifetime home of James Madison, near Orange, Virginia and Oatlands, a National Historic Landmark near Leesburg, Virginia.

Our interest in this legislation comes not only from the lessons we have learned as practitioners of historic preservation but also from our role as an advocate the cause of historic preservation in the courts and to government.

The new policy that this bill makes represents a significant step forward for the cause of historic preservation. The bill recognizes that roads do more than string together commercial centers; they weave through the warp and woof of much of our experience and understanding of our nation. Thus, the bill's strong assertion that it is "the policy of the United States to identify, designate, protect and enhance, for the benefit and enjoyment of present and future generations, certain highways and road which, with their immediate environments, possess unusually scenic, recreational, historic, cultural, or other similar values" affirms the fundamental preservation ethic that Congress put us in business to promote.

Recommendations

The National Trust has two recommendations to strengthen the implementation of this bill.

First, any long range plans for a scenic byways program contemplated for authorization in the 1991 highway bill should include a component that encourages and enables local communities to properly plan for and manage the increased tourism brought about by the expansion of the scenic byways system. For this reason, in its report the committee should instruct the Department of Transportation to include in the study the identification of methods for stimulating cooperative approaches to regional tourism development and management and for enhancing local implementation of a tourism program. The Department should develop recommended guidelines for a program of federal funding through the under the reauthorization of the highway bill for this purpose; to receive federal support under the highway bill, the tourism program should be related to the nature of the local scenic byway.

Second, for communities along a designated byway to gain long-term financial benefit from it, each will have to assume responsibility for the long-term management, protection and enhancement of its own resources. In a tourism-based economy these natural and cultural resources are the community's unique and irreplaceable "product." In order to strengthen protection of the characteristics adjacent to the road that lead to its

designation of as a scenic byway, we suggest that the Committee, in its report, instruct the Secretary of Transportation to develop as an aspect of the byways program a requirement of federal coordination with local governmental agencies that control land planning and zoning. The study should identify incentives for local agencies to participate in such efforts.

The National Trust is now working on comprehensive legislation designed to protect designated historic sites. I have asked my staff to work with the committee to investigate the ways in which some of the methods under discussion in this proposal may be appropriate for protecting the resources that will give these scenic byways their character.

Conclusion

Mr. Chairman, as one who has done so much for West Virginia tourism, you well know that the pavement is not the point of these roadways. As the bill states, "77 percent of American adults drive for pleasure to view mountains, lakes, rushing streams, and historical structures, and for first-hand insights into the lifestyles of rural Americans." These resources, obviously valued by our citizens, are neither sufficiently protected nor sufficiently accessible. I congratulate you for introducing this bill to enable more Americans to experience this country and its countryside; I urge the committee to take a strong position in favor of protecting what it is that makes these scenic byways so worthy of development.

QUESTIONS OF SENATOR ROCKEFELLER AND THE ANSWERS

1. Question: I agree with your comment "the pavement is not the point of these roadways." I am interested in making people aware of the historically important sites that are along our roads. The National Trust has considerable expertise in designating historic sites. Can you elaborate on what the appropriate criteria would be for historic roads in the proposed study?

Answer: The National Trust would be delighted to participate in the development of criteria for the designation of historic byways. The National Park Service, which administers the federal historic preservation program for properties both inside and outside of national parks, works with state historic preservation offices to carry out a careful program for designating sites for listing on the National Register for Historic Places. The National Trust relies on this system for determining the significance of historic sites. It would be desirable for the Department of Transportation to consult and coordinate with the Keeper of the National Register at the Department of Interior to identify roads that pass through or nearby sites and districts listed on the National Register.

2. Question: Does the National Trust have any existing inventory of potential scenic byways -- especially with historic significance -- at this time? Can an adequate initial inventory of these, and other scenic byways, reasonably be accomplished in the one year period set by S. 432?

Answer: The National Trust is prepared to contribute within the period established by the bill an inventory of potential byways that relate to our historic house museums. Possible sites that come immediately to mind are Route 20 in Virginia near Montpelier, the home of James Madison; Ashley River Road on the way to Drayton Hall near Charleston, South Carolina; Route 9 near Lyndhurst in Tarrytown, New York; and Canada Road near Filoli in Woodside, California. But I will ask my staff to compile a suggestions for inclusion in a comprehensive inventory as soon as possible.

In addition, the National Trust would be pleased to participate in the evaluation of other byways under consideration for the inventory because of historic significance. I believe that an adequate inventory is possible within the time period set out in the bill, keeping mind that it will require sufficient funds and close coordination between the Department of Transportation, the National Trust, the National Park

Service, the state historic preservation offices and local governments.

3. Question: Are there any safeguards you believe are needed to ensure that scenic byways and historic preservation remain compatible?

Answer: Yes. The National Trust strongly believes that scenic byways and historic preservation are compatible, but measures safeguarding the resource are important. Much of the answer to this lies in the providing sufficient incentives for responsible land use planning to local governments to protect the characteristics that lead to designation -- those qualities I called the "product" of scenic byways in my testimony. These incentives can take the form of grants for cooperative planning for the use of the resources as well as tourism development grants contingent on local protection of the resources.

4. Question: In your testimony, you said "as the population ages, heritage tourism is expected to increase." Can you elaborate on that link? Are there special needs we should keep in mind regarding the elderly?

Answer: As we all know, the baby boom generation is aging: the first baby boomer turned 40 in 1986. These people, who makes up one third of the U.S. population, are the best educated generation in American history, are enthusiastic consumers of information and material goods and look for quality, efficiency and new and different experiences. This generation is now or will soon be taking on the characteristics associated with increased travel: affluence, retirement, and grandparenthood.

These senior travelers tend to travel at non-traditional times and for longer periods of time, and are more likely than others to travel by car. They need clear signage, handicapped access, adequate parking, and sometimes require creative ways of making sites intelligible to the hearing or sight impaired. Along with these access questions is the matter of protecting sites from being compromised by modifications and an increased volume of visitation. We are now working, through two grants from the Arts Endowment, on how best to address these issues.

5. Question: Do you have data or estimates on what economic benefits might result to rural communities following passage of a federal scenic byways system? If so, how could such information best be incorporated in the economic section of the proposed study?

Answer: This question gets to the heart of the research need in the heritage tourism field. Unfortunately, we do not

have the scientific data proving what are the specific economic benefits of heritage tourism to any kind of community, although our field experience has convinced us that the potential benefits are substantial. I would hope the proposed study would lay the groundwork for such research to be carried out in a variety of communities across the country.

6. Question: What relationship do you see between historic preservation programs generally, and a nationwide system of scenic byways?

Answer: The scenic byways program anticipated by S.432 would result in increased knowledge of and visitation to historic places. This additional exposure to historic sites will increase our citizens' understanding of America's history and cultural traditions. This serves the fundamental purpose of historic preservation and, as my testimony indicates, responds to a critical national need in the area of history education.

Second, more travel to communities with historic resources will result in economic growth for those communities and can provide the means for the proper maintenance and rehabilitation of historic sites. Good historic preservation -- compliance with the Secretary of Interior's Standards for Rehabilitation, for instance -- requires adequate funding. Lack of funds is one of the most important problems facing historic preservation, particularly in the small and rural communities that will be most affected by this legislation. The proven ability of tourism to provide economic growth will go far toward enabling local communities to protect and preserve historic sites for the future.

Senator ROCKEFELLER. How do you do that? I would think historic preservation would be the most difficult of the signage variations.

Mr. WALTER. Well, I think we have all read those signs that tell us almost nothing—"here something happened"—and it becomes very difficult to try to identify with it. I guess probably the core for historic preservation is trying to slow down the traffic. History cannot whoosh by on the side of you and expect you to somehow or another participate.

But I would guess, for example, Senator, that Roger Kennedy's new series of guidebooks from the Smithsonian that has to do with visiting history around the country regionally is going to be one of the great spurs to slowing the traffic down and letting you know, when you go through historic Waterford, Virginia, what is it that you are seeing here and why is it the way it is—and maybe you'll get out of the car and walk around.

I think it likely will happen. Furthermore, we're talking about to do with destinations. People do not just drive through. As you know the Trust operates, owns and operates 17 historic house museums around the country, which are destinations for people, most of whom are driving on scenic byways.

When they go through that house museum, in the process of our interpretion of the house itself we obviously present a good deal about the setting, the context, the history of the region, the town, and the family that lived there.

There are now around 6,500 to 7,000 house museums around the country that attract and host millions of people every year. Just the visitors to Mount Vernon, Monticello, our own Montpelier, the home of James Madison, total comfortably more than two and a half million among that small group of Virginia Presidents' houses.

Senator ROCKEFELLER. Could you give some examples of lesser well known types of historic homes?

Mr. WALTER. I would be pleased to. Just ticking off a couple that the National Trust owns, in Stockbridge, Massachusetts, we own the home of Daniel Chester French, the sculptor of the seated Lincoln, in West Stockbridge. That house attracts 75,000 visitors in a summer.

These vistors learn a good deal about outdoor sculpture across the country. The odds are that when they finish a tour of Daniel Chester French's house, their eyes are going to be very much keener when they go passing through a downtown square and see the sculpture that nearly always distinguishes it and which is almost never well identified.

We would hope that in a good scenic byways bill we might be able to get some attention paid to outdoor sculpture in the middle of towns.

Another one would be a house called Shadows on the Tesh in New Iberia, Louisiana, down in the land of tabasco sauce, which is an antebellum house in an economy in Louisiana that is very down at the heels these days. The town of New Iberia has rallied around Shadows on the Tesh because it is a way of opening up their town to thousands of visitors who come through. Then, they try to say something about this part of Louisiana, how it came to be the way it is, and the town becomes a destination.

People do stop, get out of their cars, and then they walk around the villages and the towns. Needless to say, that sounds a little bit like they begin to shop. They leave a little of their money behind, which is probably part of this exercise.

We like to think they would leave a little some of their money behind in our houses, but additionally certainly in stores throughout the small towns where a number of our houses happen to be located.

Senator ROCKEFELLER. Another intervention, and I apologize.

People who visit historic homes, historic preservation areas, is there a differential in terms of age groups, or is that again across the board, as you have observed?

Mr. WALTER. The surveys that we have done at the Trust suggest it depends on the time of the year. In the spring and fall there is a very substantial age break because school kids are not traveling. In the summertime, it is whole families that are visiting our houses and there is not an apparent age skew.

The other thing that is probably important to realize is that the preponderance of visitors to historic houses are local. So that when we go to Montpelier in Orange County, Virginia, and get 75,000 or 100,000 visitors, of those way more than half and more like two-

thirds live within about 30 miles of the property, from Charlottesville up to the lower end of Warrenton.

In addition to running our historic house museums, we have had now through the experience gained through the National Trust's Main Street program. We are the largest small town economic development consulting practice in the country. We are active in something more than 30 states and well over 500 communities, and have learned that the encouragement and promotion of tourism in small town America is an enormously powerful piece of successful economic development.

In fact, we have become so seized of the economic development potential of heritage tourism that we have recently received a very substantial NEA challenge grant to do work in cultural tourism largely focused on small town America, a project that grows directly out of the economic development implications of the Main Street program.

Also, we have actually done some work in the scenic byways business because of the trust's houses. Holly Whyte talked about easement programs. We are an easement recipient.

Thinking of the Ashley River Road outside of Charleston that goes up to Drayton Hall, we are organizing right now an easement contribution program of the owners along the Ashley River Road in order to protect what is one of South Carolina's truly best scenic byways from the demolition of the live oaks that form a corridor along that road.

I also mention the very stressed Route 15 out in Leesburg, which passes by the driveway into Oatlands, which is now a scenic byway under Virginia state designation, a designation that we worked for very, very hard over the last four or five years.

I know the time has closed. Let me, if I might, make one suggestion about the bill. If we do succeed in creating a scenic byways system, we will pretty certainly have an increase in heritage tourism and tourism generally, and there will be a derivative substantial increase in pressure on precisely those qualities that the recreational drivers are out to try to find.

Senator Burns anticipated this comment in his question to the previous panel. My statement of endorsement for S. 432 includes a strong urging to the committee to direct the Department of Transportation and any other parts of the Federal establishment that eventually get involved, whether it is the Forest Service or the Park Service, with whom we work, or whatever, to focus very carefully on approaches to the management and protection of those cultural and historic resources that are the attraction that cause people to do the driving on scenic roads.

That protection strategy is very controversial. We heard that on the last panel. Les Lamm had some things to say about the difficulties of local land use planning being mandated in Federal law.

And yet, what we know and certainly learned from the Manassas fight that took place this last year was that those qualities that attract people, that get them onto the byways, are absolutely unprotected by any kind of Federal legislation whatsoever at this point.

The nation's national historic landmarks are without statutory protection. The edges of the national parks system are without statutory protection. While I do not think that we are going to

solve those problems on the back of the scenic byways bill I do think that it would be a very appropriate thing to direct the Department of Transportation to take a look at the protection implications of what we are doing here, so that we do not go through another one of these exercises of killing the goose that laid the golden egg just as we are finally bringing this system together.

Thank you, Mr. Chairman, for the privilege of being with your committee.

Senator ROCKEFELLER. Thank you very much, Jack.

Steve, we would be glad to hear from you.

STATEMENT OF STEVE RICHER, EXECUTIVE DIRECTOR, NEVADA COMMISSION ON TOURISM

Mr. RICHER. Mr. Chairman, Senator Burns:

My name is Steve Richer, the Executive Director of the Nevada Commission on Tourism. It is my pleasure to join you today on behalf of our Commission and particularly its Chairman, Governor Bob Miller, who is the only sitting state chief executive to actually chair a tourism agency.

It is especially pleasing, Mr. Chairman, to be privileged to testify again before you. You have provided such important national tourism policy leadership, and it is very pleasing for me to be here, particularly today when our new Nevada junior Senator and outstanding tourism leader, Senator Richard Bryan, is a member of your committee.

Senator ROCKEFELLER. He called me up very shortly after his election and asked to be on the subcommittee. I mean, he was just determined to be on it.

Mr. RICHER. Not surprising, having worked closely with him on the NGA tourism committee, to know his enthusiasm.

And I want to thank you, Mr. Chairman, for the enthusiastic words you offered about this bill, and particularly about Senator Bryan, during your keynote address in February at the annual USTTA conference. Both of these subjects made the Nevada delegation at that meeting very proud.

I would hope to now give you some very specific examples of how your proposed legislation could work. The proposed study that S. 432 provides—and we are pleased that this is co-sponsored in the House by Congresswoman Barbara Vucanovich—is one of the most beneficial for our citizens, our environment, our natural and historic attractions, our state economies, and our international visitors.

As you may know, Nevada is a state with few cities over 10,000 in population and hundreds of miles connecting our various population centers. The tourism marketing challenge presented by these vast distances demanded creativity.

Initially, the Nevada Commission on Tourism in 1984 identified the roadways, the actual routes for individual and group travel, as the logical way to divide and market rural Nevada's almost 100,000 square miles. Although we kept two portions of the state as Las Vegas and Reno-Tahoe territories, our rural marketing program followed our version of scenic byways.

In northern Nevada, Interstate 80, following the old Immigrant Trail, became the Covered Wagon Territory. In central Nevada,

Highway 50, following the old Pony Express Trail, was designated the Pony Express Territory. South-central Nevada, with its heavy mining and north-south traffic on Highways 95 and 93, was named Pioneer Territory. Here are some samples of our marketing materials to support these identifiable tourism experiences, all based on roadways.

Our big success with scenic byways, Mr. Chairman, came as an editorial gift. In July of 1986, Life magazine called U.S. Highway 50 in Nevada "the loneliest road in America." "Don't drive it," Life magazine quoted a AAA travel counselor as saying. It has no points of interest, no services, and one needed survival skills to make the 300 mile drive.

After considering a suit against Life, offended Nevada parties thought again and developed a Highway 50 survivor's kit, including a state map and Pony Express brochure. Here is a kit, here is a survival guide, and here is a map of Highway 50.

After getting "I survived" stampings on the route on their kits, survivors receive an "I survived Highway 50" bumper sticker and a Silver State survivor's certificate, all in jest, signed by then Governor Bryan.

Over 25,000 people have requested the kits to date, and more than 2,000 have survived by mailing the kits back to our office. That is not all. Since this started, magazines and newspapers throughout the United States and other parts of the world have written about Highway 50.

The Nevada legislature enacted a law officially making it the loneliest road in America and posted signs to say so. This is our poster, but there are actual highway markers all along Highway 50.

The resulting media coverage won two national tourism public relations awards and has inspired a soon to be completed book on Highway 50 from here in the East to California. In January—I cannot show it today—Dan Rather on the CBS Evening News did a seven minute segment on the loneliest road in America.

This success has generated other Nevada road games. We are now proud, Mr. Chairman, to have the Nevada Wagonmaster game along Highway 80, where individuals answering questions easily found on state historic markers become Trailblazers, Scouts, or Wagonmasters, with patches signifying these achievements, also authorized by the Governor. The campaign is supported by advertising, billboards, and counter cards.

On Highways 93 and 95 in Pioneer Territory, we play Silver Trails Trivia, again answering easily locatable historical questions in each community. In this game, we have awarded $1,000 in Nevada silver bullion in each of the last two years, provided by local merchants and the mining industry.

On Highway 93, we also operate the 93 Caravan, a promotion to attract north-south snowbird traffic and recreational vehicle users. Highway 93 goes through Las Vegas, and it helps to fund the program.

The point of these promotions, Mr. Chairman, is that they make good use of our scenic byways by promoting history, natural attractions, and services, while increasing business. In Eureka, Nevada, for example, a community of just over 600 people, businesses have

increased gross receipts by more than 100 percent since the Highway 50 campaign began.

In closing, Mr. Chairman, thank you for the opportunity to illustrate what this proposed study could mean to each of the states, many of whom have already asked for information on road promotions from us.

One quick item. Because of your leadership in tourism, Governor Miller has asked me that we should as Nevadans recognize you as a Scout, Trailblazer, and Wagonmaster. So we are pleased to present your insignia.

[The following information was subsequently received for the record:]

QUESTIONS OF SENATOR ROCKEFELLER AND THE ANSWERS

1. Nevada has clearly done an excellent job of marketing its roadways. Your programs are creative and highly successful. What can we, at the federal level, learn from your experience?

Perhaps the most important lesson that can be learned from Nevada's experience is that the American public is eager and willing to travel the backroads and scenic byways of this country. While there are still travelers who want to get to their vacation destination as fast as possible on an interstate highway, we are seeing a growing number of leisure travelers, particularly in the recreational vehicle market segment, who are looking for interesting places to see and experience on their way to their ultimate destination.

Nevada has attempted to capitalize on travelers who have the leisure time and desire to spend during their trips. The Highway 50 Survival Kit was designed as a simple but fun way to find out more about the scenic places and historic sites located just off the highway. We also wanted to reassure travelers that Highway 50 did have the basic roadside services they would need. The key elements were to provide the traveler with a reason to travel the route -- i.e., to "survive" the Loneliest Road in America -- and present it in a way that would make it an entertaining and worthwhile experience.

At the federal level, there are a number of ways that similiar programs could be developed for America's less-traveled roads, such as signing scenic byways and designating them on maps and brochures and encouraging local and regional agencies to develop innovative road-oriented promotions.

2. In your testimony, you say that 25,000 people have requested your "Highway 50 Survival Kit." How have you made the general public aware of the survival kits?

The Highway 50 campaign has been primarily promoted through public relations efforts. When the campaign was first unveiled in August 1986, (following the publication of the story in Life Magazine calling Highway 50 the "Loneliest Road in America), the Tourism Commission sent out press releases announcing the creation and availability of the Survival Kits. That was followed by other releases on related topics, such as an interview with the first person to participate in the promotion and "survive" Highway 50 and a release about attractions and activities available on Highway 50.

(MORE)

Additionally, the Tourism Commission's public relations staff contacted regional and national media organizations to encourage news stories about America's loneliest road. Ironically, nearly every time one story would appear, it seemed to generate additional stories about the road and the people living along the way.

To date, more than 300 stories and articles about Highway 50 have appeared in magazines and newspapers or on radio and television since the promotion began. Stories have appeared on CBS News, National Public Radio, Outside Magazine, Motorhome, Ford Times, National Geographic Traveler, Cycle World, the Denver Post, the Los Angeles Times, the Chicago Sun-Times, the San Francisco Chronicle, the Louisville Courier, the Milwaukee Journal, the Boston Globe and dozens of other places.

In addition to the media exposure, the Nevada Commission on Tourism has prominently featured the Highway 50 promotion in its brochures and literature, including the official state map.

There are road signs along the highway identifying it as the "Loneliest Road in America," which, of course, attract the attention of travelers. The Chambers of Commerce in the community along the route also have window signs encouraging people to participate in the promotion and there are window signs at many businesses along the route.

3. In your Highway 50 Survival Kit, I see you have formed a partnership with many local businesses. Can you elaborate on how that government/business partnership was established?

In 1983, the Nevada Commission on Tourism established within the state five regional tourism marketing associations consisting of tourism industry/business representatives from both the private and public sectors. One of those territories, the Pony Express Territory, happens to parallel Highway 50 across most of the state. The Pony Express Territory was a perfect umbrella organization to coordinate the Highway 50 promotion. Through that group, we were able to reach the Chambers of Commerce, tourism-related businesses, local fair and recreation boards, local convention and visitors bureaus, elected officials and others that were key to the success of the Highway 50 promotion.

Highway 50 Campaign

In July of 1986, Life Magazine published a color photo of a lonely cowboy riding across a deserted highway. Under the heading, "The Loneliest Road," the magazine said: **"It's totally empty," says an AAA counselor. "There are no points of interest. We don't recommend it." The 287-mile stretch of U.S. 50, running from Ely to Fernly (sic), Nev., passes nine towns, two abandoned mining camps, a few gas pumps and an occasional coyote. "We warn all motorists not to drive there," says the AAA rep., "unless they're confident of their survival skills."**

Naturally, the unflattering description angered the communities located along Highway 50 and state officials. Representatives from several chambers of commerce in towns on the route talked of filing lawsuits and fired off uncomplimentary letters.

The Tourism Commission's first response was the draft an angry letter, which was sent to Life Magazine. Copies of the letter and the original article were sent to 500 western region newspapers and magazines. In addition, stories appeared on the Associated Press and United Press International wire services.

However, the Tourism staff also decided that humor might ultimately prove the most potent weapon. The challenge was to develop a response that poked fun at Life Magazine, did not offend the rural communities along Highway 50 and encouraged the public to actually visit the so-called Loneliest Road in America.

The staff's response was the tongue-in-cheek Highway 50 Survival Kit. The kit contained useful information about services and attractions on Highway 50, a state map and brochures about the communities.

However, key to the kit was the Highway 50 Survival Map. The cartoon-style map would make Highway 50 look like fun. Travelers would also be instructed to have a card attached to the map validated at any merchant in each of the five major communities on Highway 50 that displayed a Highway 50 Survival poster. The map cards would be stamped "I Survived" in five different colors next to the name of each community.

Those who had the tear card validated could send it at no charge to the Tourism Commission and receive an official "Silver State Survivor" certificate and a Highway 50 bumper sticker.

The response to the idea was overwhelmingly positive. After an initial run of 500 kits, which disappeared in less than a month, the campaign accelerated. To date more than 25,000 kits have been distributed through chambers of commerces and visitors centers in Highway 50 communities, merchants and the Tourism Commission.

Articles about the Survival Kit have appeared nationally, including the Chicago Sun-Times, Los Angeles Times, USA Today, Louisville Courier, Milwaukie Journal, San Francisco Chronicle, TrailerLife, Chevy Outdoors, Ontario's London Free Press, the Sacramento Bee, St. Paul (MN) Dispatch, Tulsa Daily World, Arizona Republic, Portland Oregonian, Delaware State News and the Youngstown (OH) Vindicator.

Merchants along the route report improved business as people stop to get the kits validated - and spend money on meals or other items. One tee-shirt shop in Ely has sold more than a thousand tee shirts with an "I Survived Highway 50" design. Traffic counts indicate a 15 percent increase on Highway 50 since the campaign started.

In conjunction with the campaign, a series of press releases have been sent to nationally to the media. When the kits became available in August 1986, an initial release describing the campaign was distributed to more than 1,300 newspapers, magazines and television and radio stations.

Also starting in August was ongoing media contacts to follow up the release. Initially, calls were made to California media, which resulted in a number of radio spots and stories. That was followed by contacts in other regional media centers.

In September, a second release was sent nationally, which featured comments from the first person to "survive" Highway 50 and have the kit validated, in this case a Colorado woman.

In December, personal media contacts were made in Los Angeles, Sacramento and San Francisco. Later contacts were made in Phoenix, Salt Lake and Denver.

In January, as a direct result of the public relations campaign Assembly Bill 2 was introduced which officially designated Highway 50 as "The Loneliest Road in America" and instructed the Nevada Department of Transportation to erect signs attesting to that fact along the route. The bill easily passed both houses and was signed in April by the Governor.

Of course, the signing of the bill and the erection of the new signs stimulated two additional releases which were distributed nationally.

Of course, the challenge now is to sustain the Highway 50 campaign. Later this month, a new bonus will be sent to all those "surviving" Highway 50, a special pin depicting the official Highway 50 logo. Additionally, an ongoing advertising campaign on radio and in selected publications helps keep the campaign before the public.

The Tourism Commission has also had continuing success in encouraging news stories about the "Loneliest Road." For example, in November 1988, CBS News broadcast a five-minute feature on traveling America's Loneliest Road and stories have appeared in the last year in Outside Magazine, National Geographic Traveler, the Denver Post, Motorland magazine and Ford Times.

Senator ROCKEFELLER. Now wait a second. Where is my Route 50 badge?

Mr. RICHER. I have got that right here, and one for Senator Burns, too.

Senator ROCKEFELLER. Okay.

Mr. RICHER. As survivors of Highway 50.

Thank you very much.

Senator ROCKEFELLER. Thank you very much.

Leff, let me ask you one fundamental question about West Virginia. S. 432 is about a study of scenic byways, and the idea is that it would lead to action. In other words, it would lead to the creation of designation of scenic byways in the State of West Virginia.

What kind of an economic impact do you think that such a program, when put in place, would have on our economy in West Virginia?

Mr. MOORE. I have to restrain myself, Senator, from becoming too gushy in trying to answer that question, because the impact is, the potential is so profound for the State of West Virginia in terms of employment and economic benefit. The obvious benefit to the traveling public is there. The obvious benefit to the nation is there.

But to the people of West Virginia, this program holds special promise in jobs, in tourism development, and in marketing what God endowed us so richly with.

Senator ROCKEFELLER. Just talk to me about what it is that your industry could anticipate from a business point of view from the scenic byways program, if put in place?

Mr. MOORE. Right now there are over 180 professionally, independently owned campgrounds located in West Virginia. Those campgrounds that are near or adjacent to the major interstate corridor system are flourishing and doing well. Those campgrounds that are located on the scenic, most pristine areas of West Virginia, the areas that would most directly be impacted by this legislation, are not doing well, simply because the traveling public has not discovered that that scenic byway exists out there and that that campground exists.

So obviously that is a major concern for those campground owners.

Senator ROCKEFELLER. Does it seem reasonable to you that something which we take for granted in West Virginia, that is the mining of coal, the history of the coal fields, sometimes a bloody history, in any event just deeply rooted in drama and hard work and part of the base of America's prosperity, that we are now across West Virginia tearing down coal tipples, tearing down camps, because we say they are old, they are useless, they have no particular benefit to us? There are coal mines that have been worked out in West Virginia, which others could see.

I mentioned the thirst, the evident and proven thirst of Americans, to know more about what happened in the coal fields, more about coal field history. We in West Virginia, as you know, and southern West Virginia where you come from also, we are looking for jobs, we are looking for industry, we are looking for restoration of the pride of West Virginia.

Do you not think that the Coalways program that I talked about—that is, making the tradition and the pain and the majesty and the importance of the coal industry, which we take for granted, that others want to see—could really have a benefit for us in West Virginia?

Mr. MOORE. Senator, the Coalways program, coupled with an interest in the Shawnee Parkway program for southern West Virginia, to open up that entire area of historical and traditional values and to bring the Hatfields and McCoys, if you will, to the front, to the windshields of America and to the parking lots near those areas—those folks are extremely excited in that area of our state about the prospects of scenic byways.

We see it as our best hope for the economic development of that entire area of the state.

Senator ROCKEFELLER. I told Senator Burns that he should lead off the questioning, and then I interrupted him. So Senator, please go ahead.

Senator BURNS. Oh, you are doing well, Senator.

Mr. Richer, it is nice to see you here today. I have survived Highway 50.

Mr. RICHER. Great.

Senator BURNS. And even before your survival kit. I feel very proud of that. I did not have to have anybody to dare me to—but I also survived 93 and the silver mining that goes on in Reno and Vegas. I have already survived that.

I even survived feeding 300 head of cattle at Lovelock, Nevada, and if you can escape that without losing a little money, why, you have done well, too.

I want to ask a couple of questions. Mr. Walter, are you familiar with the National Heritage Trust Act?

Mr. WALTER. Yes, sir.

Senator BURNS. Do you support all aspects of that legislation?

Mr. WALTER. It is a complicated funding bill, Senator, and the answer is no, I do not support all aspects of it precisely as written. But do I support the creation of the National Heritage Trust? You bet.

Senator BURNS. Okay. What parts do you have concerns about.

Mr. WALTER. Oh, there are some technical problems about scoring budget numbers that are terribly confusing to me, and people who know more than I do tell me we have to worry about them.

Senator BURNS. Okay. Well, that is for my own information and I thank you for that. I would like to visit with you one day about that.

Mr. WALTER. I would be pleased to do that, yes, sir, Senator. That would be fine.

Senator BURNS. Mr. Moore, who bears the cost of signage and promotion of these byways? Who should bear that cost?

Mr. MOORE. Right now, the West Virginia Recreational Vehicle Association is making an attempt to meet what obviously is an overwhelming need for that kind of signage. We have joined together in a program with our local business people to construct directional signs, where Federal highway regulations permit, to these kinds of recreational opportunities, highway systems, and so forth.

We are doing that on an independent basis, but we are kind of dipping at the river with a teaspoon in comparison of our resources versus the overwhelming need of the traveling public.

We feel that with highway trust funds being made available for those kinds of purposes, then when we continue and expand our effort we will be able to become a full partner with Uncle Sam in doing that kind of work.

Senator BURNS. We have given quite a lot of attention here to scenic byways and their designation. In your estimation—and I would direct this to anybody that wants to respond to it on this panel—do you think we should be doing the same thing with maybe some of our scenic waterways?

Mr. MOORE. I personally feel that tourism and travel, whether it is part of the highway system or part of the waterway system, or whether it is an attraction of historical importance, definitely needs the attention of the government in order to preserve, protect, and most importantly to develop those assets.

We are right now in West Virginia beginning to train West Virginians in bilingual talents, not because that we need to speak American, but we also need to learn how to speak the European languages, because we are experiencing travel, recreational vehicle travel, from those foreign visitors to West Virginia.

We see great potential to build on that in a state, private sector, and Federal partnership, and we think it holds great promise.

Mr. RICHER. If I might add, Senator, a lot of our tourism offices in the 50 states are now becoming engaged in something known as

tourism development. Traditionally we have all been marketers, which means take care of the things you already have.

But in looking at how to expand our tourism base, the same way we look at economic development, we are now working on tourism development. That can be attractions, that can be interpretations of existing historic sites, natural assets, or bringing new tourism-related companies into the state so that the product is better.

That is a whole new area. The Governors Association is getting involved in that, the legislatures, and the state tourism offices, because just sticking with what you already have is not going to be enough to compete in a very, very competitive tourism marketplace.

Senator BURNS. As I always go back to, I think in the West probably Colorado was a leader as far as promoting the Rocky Mountain area. They really picked up on that and they took it, in fact, to the point where, as you know, we have an old saying out there. We say as far as Buffalo Bill Cody is concerned when he died, he died in Cody, Wyoming. But he was spawned in Nebraska, Wyoming claimed him, and Colorado got him, which was really the start of Pike's Peak and the start of tourism in the West.

I am wondering in the development of tourism and legislation such as this, which I support, to what degree do we take programs like this at the cost or impact of local ownership?

In other words, I am saying we are thinking about states' rights here and we are also talking about property rights here, and how does it impact a farm or a ranch operation? How does it impact a logging operation?

How does it impact a mining operation, or even where a person lives in West Virginia, Missouri, Texas, Colorado, Nevada, or Montana? How far do we take this?

Mr. MOORE. I can address that some. In West Virginia, being a West Virginian who travels what will probably be designated the scenic highways, before that designation occurs, as we speak here people are living, farming, using those roads as farm to market roads and other things. And those of us who are fortunate enough to be able to share those highways with those folks find our sharing that highway in no way adversely impacts their lifestyle or their ability to perform their normal use of that road and to develop along it and so forth.

For hundreds of years that road—or since 1863, West Virginia, has allowed those people to live in that area and do what they will insofar as the scenic beauty of the area. It is still and remains a scenic beauty. I cannot see personally how the designation of that highway as a scenic highway is going to adversely impact those folks, so long as extraordinary growth of an undesirable nature does not begin to take place.

In West Virginia we allow local folks to control that kind of growth as they see fit, and we believe that that is exactly what would happen following a scenic highway designation.

Mr. WALTER. Senator, I do not want to plunge in here, but I think it is probably important to realize what is the product in a scenic byway program—Holly Whyte talked about a manmade environment and a living environment, a living landscape.

When we are talking about areas not in national forests and national parks, but areas where the abutting properties are in fact in private ownership, the odds are that what people are going and looking for are the evidences of private ownership that are still alive and still working. And that is the product. It is the cultural or historical or scenic beauty, but I am especially referring to the manmade side of the landscape.

The notion of preserving and enhancing the private ownership is terribly important because it is private use that you are really talking about. Nobody knows who owns it. It is the question of who is using it and occupying it when you drive by, and what does it look like.

The trick that comes is when you start having intrusive private uses that ruin the product that justifies the byway in the first place. We are very concerned at James Madison's Montpelier about state-designated byway that is the access road.

Think to yourself what the accessway to Mount Vernon would be about if it were not the George Washington Parkway, but rather it were Highway 1. The nature and the quality of the experience of the million and a half visitors who go to Mount Vernon every year would be dramatically different. You have in effect a publicly owned byway going down there in the GW Parkway.

We have got the same kind of road, but with farming alongside it, coming to James Madison's Montpelier. And we feel very strongly—and I should say that, working closely with Orange County and the town and the state, we know they feel equally so—that while that land is never going to be acquired and converted into some sort of public parkway, it is nonetheless going to be handled through local land use controls in such a way that we are going to try to achieve the growth that we are all looking for.

We want visitors who come to Montpelier to be able to have a place to have something to eat and a place to spend the night. They will stick around longer and come back and visit again.

But we do not particularly want the Constitution Motel directly across the road from the entryway. And if you think about some of the recent controversy that has taken place on the national park buffers up at Gettysburg and other places, you realize that that is not impossible; in fact it is a fairly likely outcome if you do not really work carefully for these use easements of the kind that we are trying to get on the Ashley River Road, where there is no surrendering of private ownership, but there is an agreement that on the corridor you are going to try to preserve that corridor, precisely because that is what the people who are coming there are coming to see and find.

Senator BURNS. I agree with you fully and, along with that line of thinking, if I had the power to do so, I would not be selling tee shirts or allowing tee shirts to be sold on the national mall. I just think that takes away from this beautiful city.

But I would be called anti-business, I suppose, if I signed a decree like that.

I want to thank you all three for coming in and taking your time and representing your interests and showing your support for this legislation.

Thank you, Mr. Chairman.

Senator ROCKEFELLER. Thank you, Senator Burns.

And I also want to thank you, gentlemen, and in fact everybody who has participated in this hearing today. This bill that I have introduced is not going to make scenic byways. It is going to study the possibility of how we can designate areas, look for areas, plan for scenic highways, when the 1991 highway bill comes.

I want it to be done properly, I want it to be done thoughtfully. In that there is so much enthusiasm about it, there is almost an instinct to say, now wait a second, there are some dark sides to this, there are risks. And there are indeed, there are indeed risks.

I think that what we have had in today's hearing, and there will be others, is an enthusiastic endorsement of the bill, which frankly I think is extremely important, from a wide variety of interests.

Jack, I could see perfectly well your having brought forward a number of things that you might not have liked and you may have chosen not to do so. But in any event, you appear positive and in fact endorsed the concept. And I think it is the responsibility of all of us to do it, to proceed on this matter carefully and thoughtfully and responsibly and in the interest of protecting this phenomenon of people doing recreational driving for a whole series of reasons, personal reasons, enriching reasons, recreational reasons, no reasons.

But nevertheless they are doing it, and we have a marvelous opportunity. And I thank you all very much and declare this hearing adjourned.

[Whereupon, at 11:58 a.m., the subcommittee was adjourned.]

ADDITIONAL ARTICLES, LETTERS, AND STATEMENTS

STATEMENT OF THE AMERICAN SOCIETY OF LANDSCAPE ARCHITECTS

Mr. Chairman, the American Society of Landscape Architects (ASLA) is pleased to join in this testimony of the Coalition for Scenic Beauty supporting S. 432, the Scenic Byways Act of 1989.

Landscape architects have a long history of involvement in scenic roads. Frederick Law Olmsted, credited as the first American landscape architect, originated the parkway concept along with Calvert Vaux when they designed Ocean Parkway in the 1870s. It ran through Brooklyn from Prospect Park to Coney Island.

Other urban and suburban parkways were developed over the next decades, but it was not until the Blue Ridge Parkway was established by act of Congress in 1933 that the parkway concept was applied to a completely rural setting.

The significance of parkways stems not only from their design and setting, but also from the innovative management and land use planning techniques applied by the landscape architects who shaped them.

Thanks to this study bill, today we are facing the possibility of extending Olmsted's formula for this important type of recreation to an entire system of roads across this nation. That it has taken so long for us to address the idea seems amazing. But it certainly is not too late.

An incredible range of prized visual resources exists along federal and other highways; and with removal of structures fundamentally inconsistent with scenic quality, surely many roads can be upgraded to scenic standards.

Mr. Chairman, in order for these roads to fulfill their purpose of serving as an integral part of our outdoor recreation system, ASLA believes certain standards must be maintained. Where the bill directs that recommended guidelines and minimum criteria for designation and construction standards be made (Sec. 3(3)), we believe that the authorizing committee should adopt certain expectations:

Protection of visual resources: Unquestionably, visual resources—the *raison d'etre* of the program—must be protected. While limited development along a byway may be appropriate for interpretation or visitation purposes, some development, such as signage not pertaining to the byway resources, should be prohibited.

Parkway and byway construction standards: To the extent that new construction occurs or is required, we are concerned that certain standard highway construction methods may damage the environment (such as extreme cut-and-fills) and should be minimized or prohibited unless no alternatives exist.

A fundamental of the byway system should be that it is not a high-speed transportation corridor, and it therefore should not have to meet certain construction standards required for other parts of the federal system. Often these standards when applied in a parkway or byway setting actually detract from the scenic qualities of or along the road. To insure that roads do not have to meet higher design speed standards than necessary, we recommend that the system speed limits be considered. (National Park Service roads may not exceed 45 mph without special authorization.)

A statement from the Senate report accompanying the Federal-Aid Highway Improvement Act of 1982 concerning park and forest roads seems appropriate in setting out what we believe should be the overall target for the other levels of a national scenic byway program:

Roads through areas administered by Federal land managing agencies must be carefully designed to protect important natural and cultural resources under the jurisdiction of those agencies. Such roads must be designed to blend in with the natural landscape. Because of the resources preserved in the Federal land management areas, and the type of tourist uses in such areas, the roads in certain instances do not have to be constructed to normal highway standards.

State and local governments who build to parkway specifications should be protected from liability for not having state of the art, but intrusive, safety designs specified for use on full-speed highways.

In determining such standards, ASLA urges that a stronger role for the Director of the National Park Service and the Chief of the U.S. Forest Service, or their Sec-

retaries, be established. It is these officials who have had by far the most intensive role in governing what exists to date as our scenic byways system.

The American Society of Landscape Architects commends you for the introduction of this legislation that will be key to preserving many of our nation's fine scenic resources.

STATEMENT OF HON. PETER A. DeFAZIO, U.S. REPRESENTATIVE FROM OREGON

Mr. Chairman, I appreciate having the opportunity to submit testimony to the Subcommittee. I would like to commend you on your efforts to promote scenic byways and your work on the the Scenic Byways Study Act.

As you know, Americans love open country. Our ancestors' westward trek from Europe that lead to the discovery of America and our westward expansion across the North American continent are testimony to our love affair with discovery and the great outdoors.

The completion of the Interstate Highway system gave many Americans a chance to embark on their own journeys and their own discoveries. Our federal highways allow safe and convenient travel to virtually every corner of the United States.

But it's time to take our discoveries beyond the Interstate. It's time to embark on a great rediscovery of the scenery, culture and history that lies on the backroads and byways of America.

Americans from all walks of life enjoy the scenic wonders of our great land every year. More than 77 percent of them enjoy those wonders from their cars while travelling on the 3.9 million miles of roads that crisscross our country. Only walking surpasses driving as a means of seeing the unsurpassed beauty that is America.

In Oregon, travel, tourism and recreation contribute to the economic development of our cities, but more important, to our rural and non-urban areas, too. The state government recognized this when it developed a scenic byway program. Maine, Vermont, New York, Maryland, Virginia, North Carolina, Tennessee, Mississippi, Wisconsin and Washington also have programs.

Now it's time for the nation as a whole to expand the existing state programs by identifying, designating and promoting scenic byways and by protecting and enhancing the scenic, historic and cultural qualities of the areas through which those byways pass. State programs are a great start, but sound management at the federal level will ensure that our wonderful scenic byways will be protected for generations to come.

Which brings me to The Scenic Byways Act of 1989. The bill directs the Secretary of Transportation to conduct a one-year study to create a national scenic byway plan.

The bill lays the foundation for the national byway program by making it federal policy "to protect, for the benefit and enjoyment of present and future generations, those highways and roads that possess unusually scenic, recreational, historic, cultural or other similar values."

When the criteria and inventory for the federal scenic byways program is established, we hope to incorporate it into the next major highway bill, which is expected in 1991. If we're successful, money from the Highway Trust fund could be used to enforce restrictions on unsightly developments and to provide pull-offs, overlooks, rest and picnic areas, and interpretive centers and signs.

Our nation is blessed with miles of quaint country roads, lush forests, historic towns, scenic overlooks, covered bridges and breathtaking waterfalls. The scenic beauty, history and culture of our past and our present calls out to latter-day explorers and travelers who zoom past on our great federal Interstates.

With a little assistance from the government, those explorers would have a whole new world of scenic beauty, history and culture within the range of their sight. As William Shakespeare said, "Beauty is nature's coin." A federal scenic byways program will make us all rich indeed.

Travel and Tourism
Government Affairs
Council

Two Lafayette Centre
1133 21st Street, NW
Washington, DC 20036
202-293-5407
Telex 248799
Fax 202-293-3155

Air Transport Association
American Automobile Association
American Bus Association
American Car Rental Association
American Council of Highway Advertisers
American Hotel and Motel Association
American Recreation Coalition
American Sightseeing International
American Ski Federation
American Society of Travel Agents
Association of Rental Travel Agents
Conference of National Park Concessioners
Gray Line Sight-Seeing Association
Highway Users Federation
Hotel Sales and Marketing Association International
International Association of Amusement Parks & Attractions
International Association of Convention & Visitor Bureaus
National Air Carrier Association
National Campground Owners Association
National Caves Association
National Council of Area and Regional Travel Organizations
National Council of State Travel Directors
National Council of Travel Attractions
National Restaurant Association
National Ski Areas Association
National Tour Association
Recreation Vehicle Industry Association
Society of American Travel Writers
Travel Industry Association of America
United States Tour Operators Association
United States Travel Data Center

At Large Members
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Vice-President, Government & Industry Relations, Holiday Inns, Inc.
Dale R. Finley
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Convention and Visitors Bureau of Greater Cleveland
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Martin R. Shugrue, Jr.
Former President
Continental Air Lines, Inc.
Preston Robert Tisch, President
Loews Corporation

Executive Director
Aubrey C. King, CAE

An Affiliate of
Travel Industry Association of America

May 10, 1989

Senator John D. Rockefeller, IV
Chairman, Subcommittee on Foreign Commerce and Tourism
Committee on Commerce, Science and Transportation
United States Senate
724 Hart Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Rockefeller:

Thank you for this opportunity to present comments in support of S. 432, a bill to identify scenic and historic roads and to develop methods of designating, promoting, protecting, and enhancing roads as scenic and historic roads. On behalf of the Travel and Tourism Government Affairs Council, I would also appreciate having these comments made part of the official hearing record.

The Travel and Tourism Government Affairs Council is a coalition of 41 national associations and companies and represents the entire travel and tourism industry on government issues of common concern. As a coalition of the diverse segments that make up the travel and tourism industry, the Council includes representatives from transportation, accommodations, food service, travel agents, tour sales, recreation and attractions, as well as state and local travel and tourism officials.

As you know so well, Senator Rockefeller, the travel and tourism industry is a proven dynamic and productive tool of economic development. Because of tourism, the nation's tax base has been vastly expanded. Taxes generated by travel and tourism in 1988 increased by $2.4 billion over 1987. Because of tourism, new employment has been created. Over 417,000 new jobs were created directly and indirectly in the United States in 1988 through growth in the travel and tourism industry. Because of tourism, natural, historical and cultural sites have been preserved. And because of tourism, our export earnings, in the form of foreign visitor expenditures, have dramatically increased. Travel receipts from foreign visitor spending in the United States increased by $3.3 billion in 1988, making tourism

the country's number one earner of export receipts.

What makes scenic byways so important to the United States and the tourism industry? Eighty percent of all domestic travel is by automobile or motorcoach and travelers drive over 300 billion miles for social and recreational purposes each year. Over 43 percent of Americans drive for pleasure--only walking is more popular. And scenic byways aren't just for Americans--almost 40 percent of all foreign travelers who visit the United States use rental cars.

What better way to view our nation's historic, natural and cultural tradition than driving? Whether it's to see the autumn leaves in New England, the mountains of West Virginia, the rivers and lakes of the mid-west, or the ocean vistas of the west coast--driving is a way of life for all of us. Americans are increasingly at home om the road.

Scenic byways first became an issue of national prominence in the 1960's when recreational driving was recognized as a leading leisure activity. The Department of Transportation conducted a study in 1973 on the feasibility of a national system of scenic byways and parkways. More recently, The Report of the President's Commission on Americans Outdoors recommended that local and state governments create a network of scenic byways and that Congress establish an incentive program of matching grants to local and state governments to encourage scenic byways designations. In addition to federal efforts, more than half of the states have developed some sort of scenic byways program.

The United States must continue and increase its efforts to protect and enhance its irreplaceable natural, scenic, historic, cultural and recreational resources for the enjoyment of all Americans and our international visitors. The U.S. must also identify and improve the public's awareness of its many attractions. Without these assets, or without providing information about them, this country will not be able to maintain and improve its tourism appeal.

Scenic byways not only link together America's tourist destinations, but represent an important and invaluable attraction in and of themselves. Efforts to identify and promote scenic byways serve the interests of motorists and a national network of scenic byways will offer economic benefits and opportunity to communities across this country. One of the major benefits of this legislation will be to document and provide greater understanding of the economic importance of travel and tourism as a tool of economic development in rural and nonurban areas. In short, we believe that the proposed "Scenic Byways Study Act of 1989" represents an important first step toward achieving these importamt national goals and we commend you and the members of the Subcommittee for you leadership in addressing these objectives.

Again, thank you for this opportunity to express our support for scenic byways and this legislation and we look forward to working with you and the Subcommittee as the legislative process continues.

Sincerely,

Preston Robert Tisch
Chairman

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the new
NATIONAL CAMPGROUND OWNERS ASSOCIATION
11307 Sunset Hills Rd., Suite B-7, Reston, VA 22090 (703) 471-0143

April 18, 1989

1989 APR 21 AM 11:10

The Honorable Jay Rockefeller
Chairman, Subcommittee on Foreign Commerce
and Tourism
Committee on Commerce, Science and Transportation
United States Senate
Washington, DC 20510

Dear Senator:

The National Campground Owners Association applauds your leadership of the emerging Scenic Byways efforts and especially your sponsorship of the Scenic Byways Study Act of 1989. We support your efforts and pledge our cooperation and assistance in seeking broad support for the proposed legislation.

We are pleased to submit the enclosed statement for inclusion in the record of the hearings held before your committee on April 14. We are pleased to join with the many other organizations and individuals from all across the political spectrum in supporting this legislation.

Please let us know how we can assist in securing passage of S 432. I would be happy to assist you or your staff in any way possible.

Thank you.

Sincerely,

David Gorin

David Gorin
Executive Vice President

the new
NATIONAL CAMPGROUND OWNERS ASSOCIATION
11307 Sunset Hills Rd., Suite B-7, Reston, VA 22090 (703) 471-0143

1989 APR 21 AM 11: 12

Statement by the National Campground Owners Association in Support of Scenic Byways Legislation

Submitted to the Senate Committee on Commerce, Science and Transportation
April 14, 1989

The National Campground Owners Association (NCOA) strongly supports S. 432, the proposed Scenic Byways Study Act of 1989, and urges the Senate to take quick action on the bill so that the provisions of the legislation can be acted upon in a timely fashion by the various departments.

The NCOA represents the owners of commercial campgrounds, RV resorts, tent and trailer parks, and other outdoor resorts that serve the needs of travellers and vacationers alike. Our members are located in cities, suburban areas and throughout the rural landscape of America. They can be reached by interstate highway, by major state and county road systems, and by scenic, rural roads that wind through the countryside. There are more than 10,000 private campgrounds throughout the US and some 60 million Americans consider themselves to be campers.

We support proposed scenic byways development because it is an important step towards enhancing and, in many cases, preserving the nation's scenic corridors, vistas, and natural attractions that make up a significant part of our country's heritage and environment. America is made great by its diversity and the protection and enhancement of our scenic, recreational resources and heritage is as important to our future as the development and enhancement of commerce, arts, and sciences. The Scenic Byways Program will enable all Americans for years to come to enjoy the history and beauty that comprises a large part of our lands.

The pending completion of the interstate highway system gives us a perfect opportunity to turn our attention and resources towards the secondary road networks that criss-cross America and take travellers and vacationers off the main roads and into rural, recreation and tourist areas. We believe that directing future highway trust funds into scenic byways program support is entirely appropriate and would meet with the enthusiastic support of all Americans.

The NCOA supports all efforts to develop networks of scenic roads and byways and encourages state and local authorities to embrace the efforts currently underway. We are fully cognizant of the various interests and legitimate concerns that need to be considered as the programs are developed, but believe that the national interest is so great in this matter that working together,

special interests and parties can come to reasonable accommodations to assure that Americans reap the great benefits likely to accrue as the scenic byways programs move forward. NCOA pledges to cooperate with all in assuring the success of the overall goals of scenic byways development.

NCOA is eager to participate in implementing the various provisions of S 432 and intends to participate actively in the development of recommended guidelines for scenic byway designation, protection and enhancement.

We are especially aware of the needs of the camping public in the development of scenic byways. The public's need for information and proper directional signage is a critical issue that needs to be addressed in the context of any guidelines. In the same vein, landowner rights along scenic byways is an issue that requires careful attention in the development of future programs. These two issues are of paramount importance to our members and to the entire camping public.

We appreciate this opportunity to state our views for the record and to stand up in strong support of S. 432. We applaud Senator Jay Rockefeller for his leadership in the Senate and Congressman James Oberstar for his leadership as the sponsor of a similar bill in the House, HR 1087.

Thank you.

Recreation Vehicle Industry Association

P.O. Box 2999 • 1896 Preston White Drive • Reston, Virginia 22090
TELEPHONE (703) 620-6003 • TELEFAX (703) 620-5071

1989 APR 14 PM 2:24

April 13, 1989

Honorable John D. (Jay) Rockefeller IV
Chairman
Subcommittee on Foreign Commerce
and Tourism
Committee on Commerce, Science
and Transportation
United States Senate
Washington, DC 20510

Dear Chairman Rockefeller:

The purpose of this letter is to convey the views of the Recreation Vehicle Industry Association (RVIA) concerning the importance of scenic byways to national tourism.

RVIA is the national trade association representing 650 manufacturers of recreation vehicles and their suppliers who produce over 95 percent of the recreation vehicles (commonly referred to as "RVs") sold in this country. The term "RV" includes a wide variety of vehicles such as motor homes, van conversions, trailers, fold-down camping trailers and truck campers.

The economic well-being of RVIA members as well as the entire RV industry is closely linked to the availability of a nationwide network of federal, state and local roads that is able to meet the needs of purchasers and renters of RVs. Consequently, we are vitally interested in fostering tourism by identifying, preserving and improving scenic byways throughout the United States.

The travel and tourism industry is the nation's second largest private employer. In 1988, it directly employed 5,420,00 persons and had a payroll of $69.2 million and contributed $313 billion to the nation's economy. It also provided $21.2 billion in federal tax revenue and $13 billion in state and local tax revenue. (Source: Travel and Tourism Government Affairs Council and U.S. Travel Data Center, affiliates of Travel Industry Association of America.)

WESTERN OFFICE: 1748 W. Katella Avenue, Suite 108 • Orange, California 92667 • (714) 532-1688 • TELEFAX (714) 532-9573

The travel and tourism industry is also the third largest employer in West Virginia. In 1987, it contributed more than $1.4 billion and 29,400 jobs to the West Virginia economy and $70 billion in state and local tax revenues. (Source: Preliminary estimates of Travel and Tourism Government Affairs Council and U.S. Travel Data Center, affiliates of Travel Industry Association of America.)

In addition to maintaining and improving the interstate highway system, more attention and resources should be given to improving secondary and rural roads that provide quality scenic touring and sightseeing opportunities. These roads should be identified and maintained with the same attention to quality and safety as the interstate highway system and should be enhanced with appropriate facilities and services such as wide shoulders, passing lanes, pull-out areas where large vehicles may pull over to allow other vehicles to pass, picnic areas, rest stops and adequate traffic and visitor information signs.

S. 432, the Scenic Byways Study Act of 1989, introduced by Chairman Jay Rockefeller, and its companion bill in the House of Representatives, H.R. 1087, would initiate a nationwide scenic byways study program. This legislation would direct the Secretary of Transportation to update the inventory of the nation's scenic road corridors and to recommend guidelines for their designation, protection and enhancement. It would also direct the U.S. Department of Transportation, in cooperation with other departments and agencies, to study the economic benefits to tourism from scenic highways as tourist attractions. RVIA strongly supports this legislation.

To sum up, RVIA believes that scenic byways are major national tourism assets that must be preserved and enhanced to assure that they are able to maintain and increase their contribution to the national economy.

Sincerely,

Jerome C. Loftus

Jerome C. Loftus
General Counsel

LEAGUE OF AMERICAN WHEELMEN
SUITE 209, 6707 WHITESTONE ROAD, BALTIMORE, MD 21207 (301) 944-3399

April 21, 1989

Senator Jay Rockefeller, Chairman 1989 APR 20 PM 5:32
Sub-committee on Foreign Commerce and Tourism
Committee on Commerce, Science and Transportation
United States Senate
Washington, D.C. 20510

Dear Senator Rockefeller:

SCENIC BYWAYS STUDY ACT OF 1989

On behalf of the League of American Wheelmen I would like to submit the following testimony to be included in the hearing record. I was unfortunately unable to attend the hearing on Friday April 14.

The League of American Wheelmen is the national organization of bicyclists founded in 1880 to advance and defend the rights and interests of cyclists. We currently have 18,000 members and 500 affiliated clubs with a combined membership of 160,000 regular cyclists.

Bicycling is booming. A recent Gallup poll reported that 52% of all adults had cycled during the previous 12 months and the figure for those aged 18-29 years was 74%. The President's Commission on Americans Outdoors reported that 46% of Americans cycled for recreation, as was recognized in early drafts of S.432. More new bicycles are sold than cars each year.

There is no doubt that cycletouring and recreational riding can be a significant benefit to local economies and that the development of signposted highways and trails has enabled many to enjoy the delights of the American countryside from the saddle of a bicycle.

Cyclists' interest in scenic byways is both positive and concerned at the same time - and study legislation such as S.432 is an ideal way of preparing the way for a future program by ironing out potential problems ahead of time.

Cyclists actually already enjoy many roads that would become a part of a national scenic byways network. They are, almost by definition, quiet, rural and picturesque routes unspoiled by heavy traffic and development. Cyclists both want these roads preserved and marked so that it is possible to identify them.

With marking, or designation, however, comes the threat of more traffic, bigger and more threatening vehicles, inappropriate development and other things that will ruin the very nature of the road.

Similarly, cyclists would love to see more services along scenic byways so that refreshment and water can be obtained. But, probably not at the cost of intrusive signposting and billboards and the ubiquitous fast food establishments.

The design of roads is also of great importance to cyclists. Scenic byways may be two lane roads with no shoulders and narrow lanes - which some might perceive as dangerous. But, widening roads to provide shoulders or wider lanes might be impossible or so damaging to the environment as to be impractical. Also, wider roads may mean bigger vehicles and more traffic.

Without laboring the point, therefore, I would repeat that we fully support this study legislation as we believe it offers an opportunity to answer some or all of these issues before any further work is done.

In addition, I would like to add some other quick comments:

Cyclists do not expect, or want, parallel bikeways or trails to be provided as [mandatory] alternatives to scenic byways. Trail development is an entirely separate issue. We want to see scenic byways provide for all legitimate road users.

We are anxious to see that scenic byways are kept for recreation purposes, and not for transportation purposes. This is not a transportation issue. To preserve this essential character we believe speed limits should be low on these roads.

Scenic byways do represent a tremendous potential for recreation and tourism - for people using all modes. We believe that potential must be both realized and preserved. There would be no point designating a network of scenic byways simply in order to concrete over them and build by the side of them.

Mr Chairman, on behalf of the League I want to thank you for your involvement in this issue to date and assure you that the bicycling community is ready and willing to support the legislation and subsequent study, should it take place.

Yours sincerely,

Andrew Clarke

Andrew Clarke
Government Relations Director